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Comparing DHS Component Funding, FY2019: In Brief

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Generally, the homeland security appropriations bill includes all annual appropriations for the Department of Homeland Security (DHS), providing resources to every departmental component.[1] This report reviews the budget authority provided to DHS for FY2018,[2] requested by the Trump Administration for FY2019, as well as the funding levels proposed in Senate and House Appropriations Committee-reported legislation for FY2019. It examines net discretionary annual appropriations for DHS—a perspective on the net impact of legislation funding DHS on congressionally tracked budget totals—and also provides a more inclusive look at the resources available to DHS components to perform their missions.

DHS Net Discretionary Annual Appropriations

Table 1 shows congressional action on net discretionary annual FY2019 appropriations for DHS distributed by departmental component.

Each grouping of three lines in **Table 1** presents an analysis of a component's net discretionary annual appropriations.[3] Lines below each component name indicate two baselines commonly used to make comparisons of appropriations—the FY2019 requested funding level and the FY2018 enacted funding level in thousands of dollars of net discretionary budget authority. To the right of each component name is the funding level reported by the Senate and House Appropriations Committees. Below each bold number is first the difference between that bold number and the two baselines. The dollar difference is also expressed as a percentage in the next column to the right. The components are ordered from largest to smallest by FY2018 enacted annual funding level.

Supplemental appropriations are not reflected in **Table 1**, as the purpose of the table is to provide comparative perspectives on annual appropriations levels at various stages of the process, as well as to improve understanding of comparative annual appropriations levels across the department.[4]

[1] Under the Trump Administration's FY2019 budget request, as in previous years, DHS also is expected to receive resources through appropriations in permanent law, as well as reimbursements and transfers from other parts of the federal government. However, the DHS appropriations act is the primary vehicle through which Congress annually funds and directs the financial activities of the department.

[2] P.L. 115-31, Division F.

[3] In accordance with appropriations committee practices, these totals do not include elements of annual funding covered by the disaster relief designation or overseas contingency operations designation.

[4] Details on FY2018 supplemental appropriations for DHS can be found in a number of products, including CRS Report R45084, *2017 Disaster Supplemental Appropriations: Overview*, by William L. Painter.

Table 1. Department of Homeland Security Net Discretionary Budget Authority in Annual Appropriations by Component, FY2018-FY2019

(thousands of dollars)

Component		FY2019 Senate Committee-Reported S. 3109		FY2019 House Committee Draft, Amended	
Baseline	Baseline Value	$ change v. baseline	% change v. baseline	$ change v. baseline	% change v. baseline
Customs and Border Protection		**14,256,394**		**17,776,257**	
FY2019 Request	14,225,132	31,262	0.2%	3,551,125	25.0%
FY2018 Enacted	14,017,522	238,872	1.7%	3,758,735	26.8%
U.S. Coast Guard		**10,194,567**		**9,282,857**	
FY2019 Request	9,698,357	496,210	5.1%	-415,500	-4.3%
FY2018 Enacted	10,268,607	-74,040	-0.7%	-985,750	-9.6%
Immigration and Customs Enforcement		**7,210,273**		**7,403,510**	
FY2019 Request	8,291,056	-1,080,783	-13.0%	-887,546	-10.7%
FY2018 Enacted	7,075,874	134,399	1.9%	327,636	4.6%
Federal Emergency Management Agency		**4,812,461**		**5,118,808**	
FY2019 Request	4,368,699	443,762	10.2%	750,109	17.2%
FY2018 Enacted	4,984,039	-171,578	-3.4%	134,769	2.7%
Transportation Security Agency		**4,842,678**		**4,648,161**	
FY2019 Request	4,046,173	796,505	19.7%	601,988	14.9%
FY2018 Enacted	4,925,355	-82,677	-1.7%	-277,194	-5.6%
U.S. Secret Service		**2,179,715**		**2,167,186**	
FY2019 Request	2,151,624	28,091	1.3%	15,562	0.7%
FY2018 Enacted	2,006,524	173,191	8.6%	160,662	8.0%
National Protection and Programs Directorate		**1,949,622**		**1,934,562**	
FY2019 Request	1,821,151	128,471	7.1%	113,411	6.2%
FY2018 Enacted	1,911,402	38,220	2.0%	23,160	1.2%

Component		FY2019 Senate Committee-Reported S. 3109		FY2019 House Committee Draft, Amended	
Baseline	Baseline Value	$ change v. baseline	% change v. baseline	$ change v. baseline	% change v. baseline
Science and Technology Directorate		**813,116**		**802,159**	
FY2019 Request	583,283	229,833	39.4%	218,876	37.5%
FY2018 Enacted	840,943	-27,827	-3.3%	-38,784	-4.6%
Management Directorate		**872,095**		**920,177**	
FY2019 Request	1,083,318	-211,223	-19.5%	-163,141	-15.1%
FY2018 Enacted	784,211	87,884	11.2%	135,966	17.3%
Domestic Nuclear Detection Office		**335,440**		**0**	
FY2019 Request	0	335,440	n/a	0	n/a
FY2018 Enacted	335,440	0	0.0%	-335,440	-100.0%
Federal Law Enforcement Training Center		**362,243**		**254,774**	
FY2019 Request	382,134	-19,891	-5.2%	-127,360	-33.3%
FY2018 Enacted	254,000	108,243	42.6%	774	0.3%
Intelligence, Analysis, and Operations Coordination		**254,476**		**259,253**	
FY2019 Request	253,253	1,223	0.5%	6,000	2.4%
FY2018 Enacted	245,905	8,571	3.5%	13,348	5.4%
Office of the Inspector General		**168,000**		**168,001**	
FY2019 Request	138,369	29,631	21.4%	29,632	21.4%
FY2018 Enacted	168,000	0	0.0%	1	0.0%
Office of the Secretary and Executive Management		**132,904**		**128,110**	
FY2019 Request	128,860	4,044	3.1%	-750	-0.6%
FY2018 Enacted	139,602	-6,698	-4.8%	-11,492	-8.2%
U.S. Citizenship and Immigration Services		**131,919**		**131,919**	
FY2019 Request	131,919	0	0.0%	0	0.0%
FY2018 Enacted	132,513	-594	-0.4%	-594	-0.4%
Office of Health Affairs		**121,569**		**0**	
FY2019 Request	0	121,569	n/a	0	n/a
FY2018 Enacted	121,569	0	0.0%	-121,569	-100.0%
Office of Countering Weapons of Mass Destruction		**0**		**434,266**	
FY2019 Request	429,266	-429,266	-100.0%	5,000	1.2%
FY2018 Enacted	0	0	n/a	434,266	n/a

Sources: CRS analysis of P.L. 115-141, its explanatory statement as printed in the *Congressional Record* of March 22, 2018, pp. H2544-H2608, S.Rept. 115-283, and CRS analysis of House Appropriations Committee draft bill and report and committee-released adopted amendments.

Notes: For notes on data, including supplemental appropriations not reflected in this table, see **Table 2**.

Some of the changes reflected in **Table 1** are the result of different approaches to funding specific missions of the department or restructuring of components, rather than simple reductions or increases in funding relative to the request or prior-year enacted levels. For example, the Administration chose to reorganize the Office of Health Affairs and Domestic Nuclear Detection Office into the new Office of Countering Weapons of Mass Destruction. The Senate Appropriations Committee elected to fund those activities in the un-reorganized structure, as the authorizing committees had not ratified the reorganization at the time the bill was marked up, while the House Appropriations Committee recommended funding the reorganized structure. In addition, the Senate and House committee-reported bills would fund the DHS Office of Inspector General wholly through appropriations, rather than including a $24 million transfer from the Disaster Relief Fund, as had been requested by the Administration.

For the first time in DHS annual appropriations, committee-reported legislation funds activities of certain components with unobligated balances of prior appropriations transferred from other components. As can be seen in **Table 2**, the Senate Appropriations Committee funded some FEMA and Management Directorate activities with transfers from unobligated balances in the Disaster Relief Fund, while an amendment adopted in House Appropriations Committee full committee markup would fund Coast Guard acquisitions with unobligated balances from the Science and Technology Directorate.

DHS: Beyond Net Discretionary Appropriations

While the total net discretionary budget authority, when adjusted for the effect of rescissions, provides the "score" that is measured against the bill's discretionary spending allocation, it does not represent the total budget authority provided to DHS. "Net" discretionary appropriations are the net balance of discretionary appropriations minus any offsetting collections. Such collections are addressed in the appropriations legislation, and provide significant resources to some components of DHS, such as the Transportation Security Administration and National Protection and Programs Directorate. They do not include mandatory spending, resources derived directly from fee collections without annual congressional action, or resources covered by adjustments to the discretionary spending limits.[5] Congress controls the reprogramming of these resources through detailed tables provided in appropriations committee reports, conference reports, and statements of managers.

Figure 1 uses the data drawn from these detailed tables to provide a more complete picture of the resources available to eight DHS components: U.S. Customs and Border Protection (CBP), the U.S. Coast Guard (USCG), Immigration and Customs Enforcement (ICE), the Transportation Security Administration (TSA), Federal Emergency Management Agency (FEMA), U.S. Secret Service (USSS), and U.S. Citizenship and Immigration Services (USCIS)—the seven operational components—and the National Protection and Programs Directorate (NPPD), which is considered by some to have an operational role. These are also the largest eight components of DHS in terms of gross budget authority.

[5] These adjustments, established by the Budget Control Act of 2011 (P.L. 112-25), include special exemption from discretionary spending limits for emergency requirements, the designated costs of major disasters, or for Overseas Contingency Operations.

In **Figure 1**, these eight components are listed along the bottom axis. Each component's funding level as a section of the figure has four bars, representing the different phases of the appropriations process thus far: prior-year enacted, current year requested annual appropriations, Senate committee action, and House committee action. The bottom segment of each bar represents net discretionary budget authority—the same amount for each as represented in **Table 1**.

On top of these bases are several other types of segments, representing fee revenues, offsetting collections, mandatory spending,[6] and funding covered by adjustments to discretionary spending limits under the Budget Control Act of 2011 (BCA; P.L. 112-25) in annual appropriations.[7] Unlike in **Table 1**, supplemental appropriations are reflected in **Figure 1**—although those provided for FY2018 are too large to be accommodated at the same scale as the rest of the figure. Therefore, the full length of this bar is truncated, but labeled with its actual value. A small inset graphic shows the scale of supplemental appropriations relative to the other appropriations.

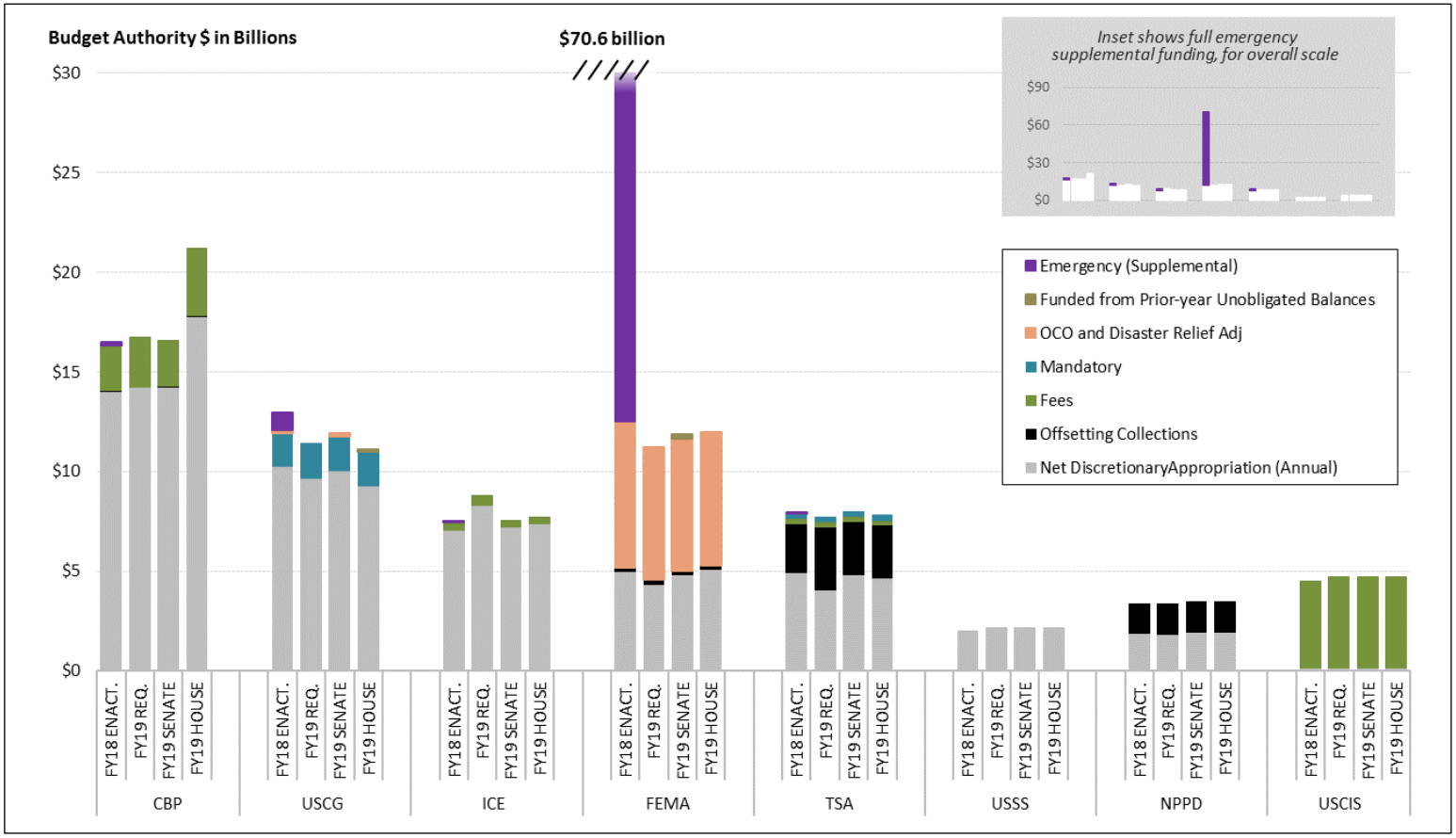
Figure 1 allows for a visual comparison of changes in individual component funding, and provides a more complete description of each component's overall resource level than a review of net discretionary appropriations. Among the changes it illuminates are the significance of the size of the emergency supplemental appropriations provided for FY2018; the inclusion of border barrier funding in the House bill in excess of what was initially requested by the Administration, the opposition of the Senate Appropriation Committees to proposed reductions in funding to the Coast Guard, as well as House and Senate Appropriations Committee opposition to proposed cuts to FEMA; and an increase in discretionary spending to support the TSA's budget in the absence of the Trump Administration's proposed fee increase.

[6] The mandatory spending reflected here is composed of two elements: Coast Guard retired pay, which is considered mandatory spending but requires congressional action nonetheless; and $250 million from the Aviation Security Capital Fund.

[7] For the DHS appropriations legislation, these have included funding designated as disaster relief and funding designated as supporting Overseas Contingency Operations. For more details about adjustments to discretionary spending limits under the BCA, see CRS Report R41965, *The Budget Control Act of 2011*, by Bill Heniff Jr., Elizabeth Rybicki, and Shannon M. Mahan.

Figure 1. Department of Homeland Security Budget Authority by Selected DHS Component, FY2018-FY2019

(billions of dollars of budget authority controlled for reprogramming through appropriations committee reports)



Sources: CRS analysis of P.L. 115-141, its explanatory statement as printed in the *Congressional Record* of March 22, 2018, pp. H2544-H2608, S.Rept. 115-283, and CRS analysis of House Appropriations Committee draft bill and report and committee-released adopted amendments.

Notes: Totals do not reflect the impact of rescissions. Adjustments include emergency, disaster relief, and overseas contingency operations (OCO) designated funding.

Table 2 provides a complete breakdown of the total budget authority outlined in **Figure 1** for all DHS components.

Some DHS components do have access to funding beyond the budget authority controlled for reprogramming through the detailed tables appropriations committee reports. Much of DHS's mandatory spending is not reflected in these tables. This includes spending on flood insurance claims, as well as trust funds for the Coast Guard and the Secret Service. Likewise, the detailed tables do not reflect reimbursements between components for services provided, such as payments from partner agencies to the Federal Law Enforcement Training Center for the cost of training programs.

Table 2. Department of Homeland Security Budget Authority by DHS Component, FY2018-FY2019

(thousands of dollars of budget authority controlled for reprogramming through appropriations committee reports)

	FY2018	FY2019		
Component Funding Aspect	**Enacted**	**Request**	**SAC-reported**	**HAC-reported**
Customs and Border Protection	**16,506,684**	**16,719,317**	**16,593,096**	**20,113,442**
Net Discretionary Funding	14,017,522	14,225,132	14,256,394	17,776,257
Offsetting Collections	39,000	39,000	39,000	39,000
Fees	2,300,668	2,455,185	2,297,702	2,298,185
Emergency Supplemental	149,494	—	—	—
U.S. Coast Guard	**12,942,817**	**11,438,201**	**11,934,411**	**11,127,701**
Net Discretionary	10,268,607	9,698,357	10,029,567	9,282,857
Funded From Prior-Year Unobligated Balances	—	—	—	95,000
Mandatory	1,676,117	1,739,844	1,739,844	1,739,844
Budget Control Act Adjustment (OCO)	163,000	—	165,000	—
Emergency Supplemental	835,093	—	—	—
Immigration and Customs Enforcement	**7,516,441**	**8,816,656**	**7,528,273**	**7,721,510**
Net Discretionary	7,075,874	8,291,056	7,210,273	7,403,510
Fees	376,610	525,600	318,000	318,000
Emergency Supplemental	63,957	—	—	—
Federal Emergency Management Agency	**70,783,529**	**11,222,390**	**11,894,152**	**11,972,499**
Net Discretionary	4,984,029	4,368,699	4,812,461	5,118,808
Funded From Prior-Year Unobligated Balances	—	—	228,000	—
Offsetting Collections	203,500	201,691	201,691	201,691
Budget Control Act Adjustment (Disaster Relief)	7,366,000	6,652,000	6,652,000	6,652,000
Emergency Supplemental	58,230,000	—	—	—

Component Funding Aspect	FY2018 Enacted	FY2019 Request	FY2019 SAC-reported	FY2019 HAC-reported
Transportation Security Administration	**7,896,236**	**7,726,028**	**8,002,533**	**7,808,016**
Net Discretionary	4,925,355	4,046,173	4,842,678	4,648,161
Offsetting Collections	2,470,000	3,190,000	2,670,000	2,670,000
Fees	240,559	239,885	239,855	239,855
Mandatory	250,000	250,000	250,000	250,000
Emergency Supplemental	10,322	—	—	—
U.S. Secret Service	**2,006,524**	**2,151,624**	**2,179,715**	**2,167,186**
Net Discretionary	2,006,524	2,151,624	2,179,715	2,167,186
National Protection and Programs Directorate	**3,387,407**	**3,348,261**	**3,476,732**	**3,461,672**
Net Discretionary	1,911,402	1,821,151	1,949,622	1,934,562
Offsetting Collections	1,476,005	1,527,110	1,527,110	1,527,110
Science and Technology Directorate	**840,943**	**583,283**	**813,116**	**802,159**
Net Discretionary	840,943	583,283	813,116	802,159
Management Directorate	**784,211**	**1,083,318**	**983,095**	**920,177**
Net Discretionary	784,211	1,083,318	911,095	920,177
Funded From Prior-Year Unobligated Balances	—	—	72,000	—
Countering Weapons of Mass Destruction	**—**	**429,266**	**—**	**434,266**
Net Discretionary	—	429,266	—	434,266
Domestic Nuclear Detection Office	**335,440**	**—**	**335,440**	**—**
Net Discretionary	335,440	—	335,440	—
Federal Law Enforcement Training Center	**264,374**	**382,134**	**361,243**	**254,774**
Net Discretionary	254,000	382,134	361,243	254,774
Emergency Supplemental	10,374	—	—	—
Analysis and Operations	**245,905**	**253,253**	**254,476**	**259,253**
Net Discretionary	245,905	253,253	254,476	259,253
Office of the Inspector General	**168,000**	**138,369**	**168,000**	**168,001**
Net Discretionary	168,000	138,369	168,000	168,001
Office of the Secretary and Executive Management	**139,602**	**128,860**	**132,904**	**128,110**
Net Discretionary	139,602	128,860	132,904	128,110
Office of Health Affairs	**121,569**	**—**	**121,569**	**—**
Net Discretionary	121,569	—	121,569	—

Component Funding Aspect	FY2018 Enacted	FY2019 Request	SAC-reported	HAC-reported
U.S. Citizenship and Immigration Services	**4,483,039**	**4,719,570**	**4,719,570**	**4,719,570**
Net Discretionary	132,513	131,919	131,919	131,919
Fees	4,350,526	4,587,651	4,587,651	4,587,651
TOTAL BUDGET AUTHORITY, DHS[a]	**115,039,736**	**54,384,594**	**55,327,472**	**58,082,000**

Sources: CRS analysis of P.L. 115-141, its explanatory statement as printed in the *Congressional Record* of March 22, 2018, pp. H2544-H2608, S.Rept. 115-283, and CRS analysis of House Appropriations Committee draft bill and report and committee-released adopted amendments.

Note: SAC=Senate Appropriations Committee, HAC=House Appropriations Committee. Totals do not reflect the impact of rescissions. Adjustments include emergency, disaster relief, and overseas contingency operations (OCO) designated funding. The "FY2019 Request" column only reflects requests for annual appropriations. Data on supplemental appropriations requests and vehicles for FY2018 can be found in CRS Report R45084, *2017 Disaster Supplemental Appropriations: Overview*.

a. Includes net discretionary budget authority, offsetting collections, resources provided from prior-year appropriations, and resources covered by adjustments to discretionary spending limits. Does not include mandatory spending or fees with permanent spending authority.

Author Information

William L. Painter
Specialist in Homeland Security and Appropriations

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