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Comparing DHS Component Funding, FY2020: In Brief

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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 FY2019[2] and requested by the Trump Administration for FY2020, as well as the funding levels proposed by the House and Senate Appropriations Committees in their reported legislation for FY2020 and ultimately enacted in P.L. 116-93, Division D. In the process, it also includes information on DHS funding from two enacted FY2019 supplemental appropriations measures: P.L. 116-20, a disaster relief supplemental; and P.L. 116-26, a supplemental appropriations bill funding humanitarian and security operations at the U.S.-Mexico border. The report provides a look at the resources available to DHS components that are described in appropriations committee reports, and examines "net discretionary annual appropriations" for DHS—a perspective on the net impact of legislation funding DHS on congressionally tracked budget totals.

DHS Budgetary Resources: Looking Beyond the Score

Discussion regarding annual appropriations often centers on the appropriations provided in the bill or how the bill scores against budget limitations. However, these discussions do not represent the total budget authority provided to DHS, or controlled through appropriations bills and reports.

- The use of offsetting collections reduces the score of the bill and provides significant resources to some components of DHS, such as the Transportation Security Administration.
- Discretionary scores of bills 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.[3]

Congress controls the reprogramming of many of these resources through *detail tables* provided at the end of appropriations committee reports, conference reports, and statements of managers.

Figure 1 uses the data drawn from these detail tables to provide a more comprehensive picture of the resources available to seven DHS components:[4] 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 the Cybersecurity and Infrastructure Security Agency (CISA). These are the seven largest components of DHS in terms of net discretionary budget authority.

In **Figure 1,** these seven 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

[1] Under the Trump Administration's FY2020 budget, as in previous years, DHS would also receive budgetary 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. 116-6, Division A.

[3] 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, and for Overseas Contingency Operations.

[4] Supplemental appropriations measures often do not have their contents reflected in a concurrently produced table—therefore FY2019 supplemental appropriations data are drawn directly from the supplemental appropriations acts.

appropriations process: prior-year (i.e., FY2019) enacted, current year (i.e., FY2020) requested annual appropriations, and House and Senate appropriations committee action. The bottom segment of each bar represents net discretionary budget authority.

On top of these bases are several other segment types, representing fee revenues, offsetting collections, mandatory spending,[5] funding from unobligated balances directed by the appropriations measure, and funding covered by adjustments to discretionary spending limits under the Budget Control Act of 2011 (BCA; P.L. 112-25) in annual appropriations.[6]

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

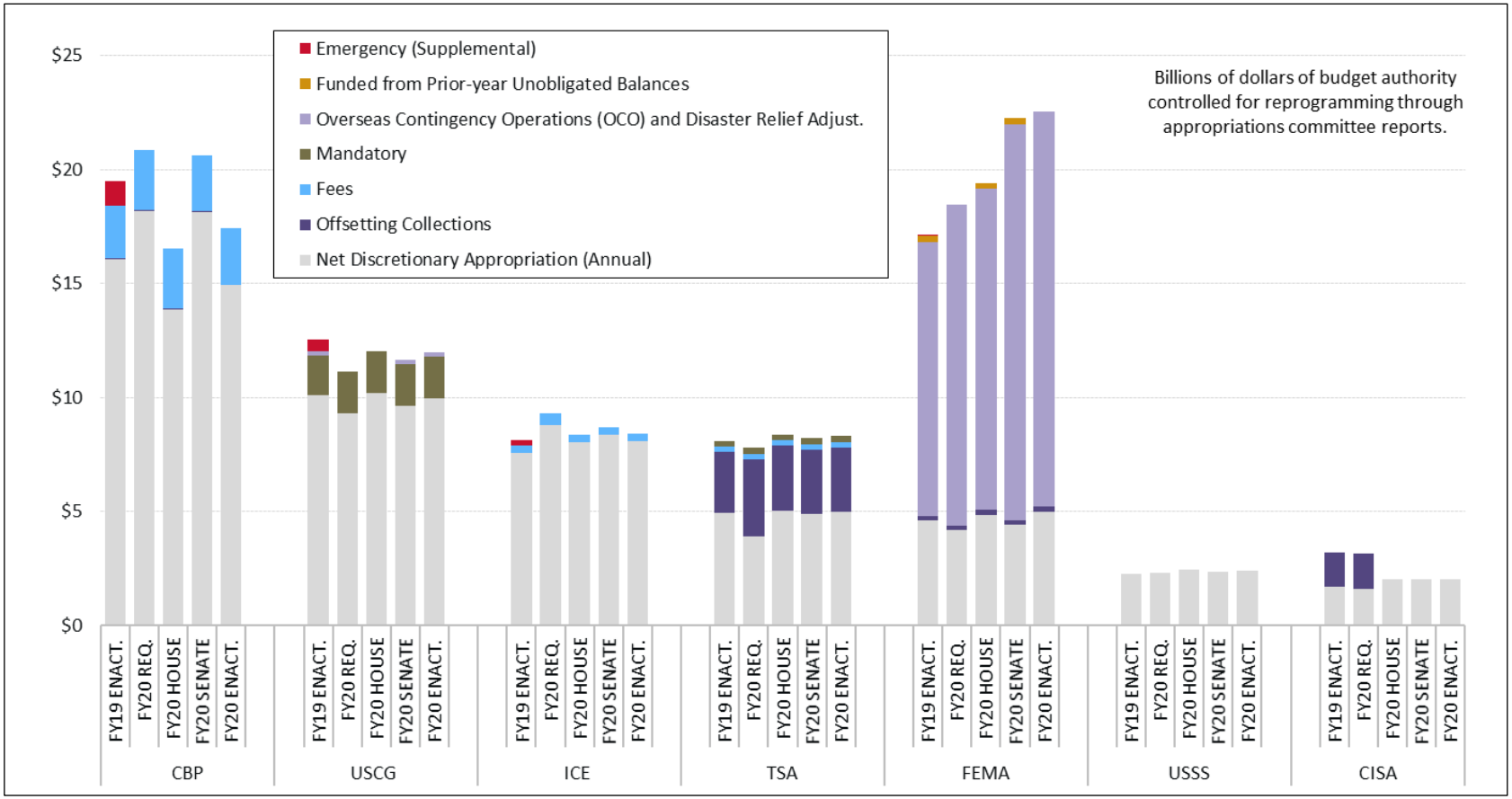
- the ongoing efforts by the Administration to increase funding for border barriers (through CBP) and immigration enforcement (through ICE), seen in the FY2020 request, as well as the differing responses of the House and Senate appropriations committees;
- the relative size of the investment in the costs of major disasters (FEMA), compared to other elements of the DHS budget;
- the House and Senate appropriations committees' increase in funding for cybersecurity (CISA) and rejection of proposed cuts to the USCG;
- the shift of the Federal Protective Service from CISA to the Management Directorate (the latter agency does not appear on **Figure 1**); and
- an increase in discretionary spending to support the TSA's budget in the absence of the Trump Administration's proposed fee increase.

One may also note the relatively low level of supplemental funding for FEMA in FY2019 (and thus far for FY2020), due in part to the high levels of disaster relief-designated funding in the annual appropriations process to meet the needs of ongoing disaster recovery across the country.

[5] 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.

[6] 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 R45778, *Exceptions to the Budget Control Act's Discretionary Spending Limits*, by Megan S. Lynch.

Figure 1. Department of Homeland Security Budget Authority by Selected Component, FY2019-FY2020



Source: CRS analysis of H.Rept. 116-9, P.L. 116-20, P.L. 116-26, H.Rept. 116-180, S.Rept. 116-125, P.L. 116-93, and the funding tables of the explanatory statement as printed in Book II of the December 17, 2019, *Congressional Record*, pp. H11024-11060.

Notes: Totals do not reflect the impact of rescissions.

Table 1 provides a complete breakdown of the total budget authority outlined in **Figure 1** for all DHS components, arranged by FY2019 enacted net discretionary budget authority.

Table 1. Department of Homeland Security Budget Authority by Selected Component, FY2019-FY2020

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

	FY2019	FY2020			
Component Funding Aspect	**Enacted**	**Request**	**HAC-reported**	**SAC-reported**	**Enacted**
Customs and Border Protection	**18,396,681**	**20,847,914**	**16,525,128**	**20,613,714**	**17,411,298**
Net Discretionary Funding	14,959,548	18,191,683	13,868,897	18,118,283	14,682,867[a]
Offsetting Collections	39,000	39,000	39,000	39,000	39,000
Fees	2,297,702	2,617,231	2,617,231	2,456,431	2,456,431
Emergency Supplemental (P.L. 116-26)	1,100,431	0	0	0	0
U.S. Coast Guard	**12,541,653**	**11,119,416**	**12,013,363**	**11,632,337**	**11,966,124**
Net Discretionary	10,111,077	9,317,107	10,211,054	9,640,028	9,973,815
Mandatory[b]	1,739,844	1,802,309	1,802,309	1,802,309	1,802,309
Budget Control Act Adjustment (OCO)	165,000	0	0	190,000	190,000
Emergency Supplemental (P.L. 116-20)	525,732	0	0	0	0
Immigration and Customs Enforcement	**8,114,657**	**9,308,595**	**8,377,087**	**8,687,311**	**8,399,871**
Net Discretionary	7,587,712	8,781,195	8,057,287	8,367,511	8,080,071
Fees	318,000	527,400	319,800	319,800	319,800
Emergency Supplemental (P.L. 116-26)	208,945	0	0	0	0
Transportation Security Administration	**8,090,347**	**7,785,634**	**8,366,605**	**8,210,160**	**8,300,481**
Net Discretionary	4,930,462	3,918,720	5,049,691	4,893,246	4,983,567
Offsetting Collections	2,670,000	3,380,000	2,830,000	2,830,000	2,830,000
Fees	239,885	236,914	236,914	236,914	236,914
Mandatory	250,000	250,000	250,000	250,000	250,000
Federal Emergency Management Agency	**17,124,786**	**18,463,731**	**19,400,694**	**22,235,915**	**22,557,700**
Net Discretionary	4,592,633[c]	4,182,565	4,862,528[c]	4,427,749	4,965,176[d]
Funded From Prior-Year Unobligated Balances	300,000	0	257,000	250,000	0
Offsetting Collections	202,153	206,166	206,166	206,166	240,412[e]
BCA Adjustment (Disaster Relief)	12,000,000	14,075,000	14,075,000	17,352,000	17,352,112
Emergency Supplemental (P.L. 116-26)	30,000	0	0	0	0
U.S. Secret Service	**2,248,159**	**2,308,977**	**2,447,748**	**2,349,354**	**2,415,845**
Net Discretionary	2,248,159	2,308,977	2,447,748	2,349,354	2,415,845

Component Funding Aspect	FY2019 Enacted	FY2020 Request	HAC-reported	SAC-reported	Enacted
Cybersecurity and Infrastructure Security Protection Agency	**3,208,867**	**3,176,150**	**2,016,212**	**2,017,400**	**2,015,622**
Net Discretionary	1,681,757	1,608,150	2,016,212	2,017,400	2,015,622
Offsetting Collections	1,527,110	1,568,000	0	0	0
Management Directorate	**1,313,302**	**1,557,288**	**3,143,906**	**2,775,581**	**3,123,370**
Net Discretionary	1,313,302	1,557,288	1,575,906	1,215,651	1,563,440
Offsetting Collections	0	0	1,568,000	1,559,930	1,559,930
Science and Technology Directorate	**819,785**	**582,117**	**665,680**	**710,403**	**737,275**
Net Discretionary	819,785	582,117	665,680	710,403	737,275
Countering Weapons of Mass Destruction	**434,897**	**423,158**	**434,952**	**424,658**	**432,299**
Net Discretionary	434,897	423,158	434,952	424,658	432,299
Federal Law Enforcement Training Center	**328,819**	**350,935**	**368,091**	**350,935**	**351,170**
Net Discretionary	328,819	350,935	368,091	350,935	351,170
Analysis and Operations	**253,253**	**276,641**	**276,641**	**276,641**	**284,141**
Net Discretionary	253,253	276,641	276,641	276,641	284,141
Office of the Inspector General	**168,000**	**170,186**	**195,242**	**170,186**	**190,186**
Net Discretionary	168,000	170,186	195,242	170,186	190,186
U.S. Citizenship and Immigration Services	**4,730,177**	**4,840,410**	**4,907,479**	**4,840,210**	**4,851,219**
Net Discretionary	142,526	121,586	188,655	121,586	132,395
Fees	4,587,651	4,718,824	4,718,824	4,718,624	4,718,824
Office of the Secretary and Executive Management	**141,381**	**141,310**	**174,916**	**160,369**	**178,808**
Net Discretionary	141,381	141,310	174,916	160,369	178,808[d]
TOTAL NET DISCRETIONARY BUDGET AUTHORITY PLUS ADJUSTMENTS, DHS	***63,743,419***	***66,006,618***	***64,468,500***	***70,786,000***	**68,295,789**

Sources: CRS analysis of H.Rept. 116-9, P.L. 116-20, P.L. 116-26, H.Rept. 116-180, S.Rept. 116-125, P.L. 116-93, and the funding tables of the explanatory statement as printed in Book II of the December 17, 2019, *Congressional Record*, pp. H11024-11060.

Notes: HAC=House Appropriations Committee; SAC=Senate Appropriations Committee. Totals do not reflect the impact of rescissions, or the Sept. 10 modification of the scoring for provisions in H.R. 3931. Adjustments include emergency, disaster relief, and overseas contingency operations (OCO) designated funding. Data on some supplemental appropriations requests and vehicles for FY2019 can be found in CRS Report R45844, *FY2019 Disaster Supplemental Appropriations: Overview*.

a. The table and figure do not reflect a redirection of $233 million in emergency appropriations for CBP from P.L. 116-26 by P.L. 116-93, Division D, §212 and §537.

b. Coast Guard retired pay is considered mandatory spending, but still requires an appropriation each year to provide the resources the U.S. government is legally obligated to pay.

c. Includes $41 million for a grant program funded in Title V for reimbursement to local government for law enforcement costs for protecting the President.

d. Does not reflect a $10 million transfer from the Office of the Secretary and Executive Management to the Federal Emergency Management Agency to fund the Targeted Violence and Terrorism Prevention Grants program.

e. $33.6 million of this increase is due to a change in the detail table accounting for the Radiological Emergency Preparedness program, which is now displayed as offsetting collections and their use, rather than a net total.

Some DHS components have access to funding beyond the budget authority controlled for reprogramming through the aforementioned detail tables in appropriations committee reports. Although some of the mandatory spending for DHS, including fee-funded programs, is reflected in the tables, much of DHS's mandatory spending is not, and is therefore not reflected in **Figure 1** or **Table 1**. This includes spending on flood insurance claims, as well as trust funds for the Coast Guard and the Secret Service. Information on this type of mandatory spending can be found in the Administration's budget request.

Likewise, the detail 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. Information on these resources can be found in the DHS annual budget justifications submitted to Congress.

DHS Appropriations: Comparing Scores

It is often rhetorically useful to describe the comparative difference in funding for given DHS components. This is frequently done by comparing the net discretionary funding level for components. **Table 2** shows congressional action on net discretionary annual FY2020 appropriations for DHS distributed by departmental component.

Each grouping of three lines in **Table 2** presents an analysis of a component's net discretionary annual appropriations—appropriations provided from the Treasury that are not offset by other incoming new or returning existing budget authority.[7] Lines below each component name indicate two baselines commonly used to make comparisons of appropriations—the FY2020 requested funding level and the FY2019 enacted funding level, both expressed in thousands of dollars of net discretionary budget authority. To the right of each component name in bold is the funding level reported by the House Appropriations Committee and the Senate Appropriations Committee for FY2020, as well as the level enacted in P.L. 116-93, Division D. Below each line of bold numbers are two analytical lines showing the change that bold number represents compared to the two baselines: these changes are reflected in thousands of dollars, and then as a percentage. The components are ordered from largest to smallest by FY2019 enacted annual net discretionary funding level.

FY2019 supplemental appropriations are not reflected in **Table 2.** 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, rather than to survey *total* resources provided by Congress, which can be seen in **Figure 1** and **Table 1**.[8]

[7] 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.

[8] Details on FY2019 supplemental appropriations for DHS can be found in a number of products, including CRS Report R45844, *FY2019 Disaster Supplemental Appropriations: Overview*, by William L. Painter.

Table 2. DHS Annual Appropriations by Component, FY2019-FY2020

(net discretionary budget authority, in thousands of dollars)

Component		FY2020 House Committee-Reported H.R. 3931		FY2020 Senate Committee-Reported S. 2582		FY2020 Enacted P.L. 116-93, Div. D	
Baseline	**Baseline Value**	**$ change v. baseline**	**% change v. baseline**	**$ change v. baseline**	**% change v. baseline**	**$ change v. baseline**	**% change v. baseline**
Customs and Border Protection		**13,868,897**		**18,118,283**		**14,682,867**	
FY2020 Request	18,191,683	(4,322,786)	(23.8%)	(73,400)	(0.4%)	(3,508,816)	-19.3%
FY2019 Enacted	14,959,548	(1,090,651)	(7.3%)	3,158,735	21.1%	(276,681)	-1.8%
U.S. Coast Guard		**10,211,054**		**9,830,028**		**10,163,815**	
FY2020 Request	9,317,107	893,947	9.6%	512,921	5.5%	846,708	9.1%
FY2019 Enacted	10,276,077	(65,023)	(0.6%)	(446,049)	(4.3%)	(112,262)	-1.1%
Immigration and Customs Enforcement		**8,057,287**		**8,367,511**		**8,080,071**	
FY2020 Request	8,781,195	(723,908)	(8.2%)	(413,684)	(4.7%)	(701,124)	-8.0%
FY2019 Enacted	7,587,712	469,575	6.2%	779,799	10.3%	492,359	6.5%
Transportation Security Agency		**5,049,691**		**4,893,246**		**4,983,567**	
FY2020 Request	3,918,720	1,130,971	28.9%	974,526	24.9%	1,064,847	27.2%
FY2019 Enacted	4,930,462	119,229	2.4%	(37,216)	(0.8%)	53,105	1.1%
Federal Emergency Management Agency		**5,119,528**[a]		**4,677,749**[a]		**4,965,176**	
FY2020 Request	3,932,565	1,186,963	30.2%	745,184	18.9%	1,032,611	26.3%
FY2019 Enacted	4,892,633[a]	226,895	4.6%	(214,884)	(4.4%)	72,543	1.5%
U.S. Secret Service		**2,447,748**		**2,349,354**		**2,415,845**	
FY2020 Request	2,308,977	138,771	6.0%	40,377	1.7%	106,868	4.6%
FY2019 Enacted	2,248,159	199,589	8.9%	101,195	4.5%	167,686	7.5%
Cybersecurity and Infrastructure Security Agency[b]		**2,016,212**		**2,017,400**		**2,015,622**	
FY2020 Request	1,608,150	408,062	25.4%	409,250	25.4%	407,472	25.3%
FY2019 Enacted	1,681,757	334,455	19.9%	335,643	19.9%	333,865	19.9%
Management Directorate		**1,575,906**		**1,215,651**		**1,563,440**	
FY2020 Request	1,557,288	18,618	1.2%	(341,637)	(21.9%)	6,152	0.4%
FY2019 Enacted	1,313,302	262,604	20.0%	(97,651)	(7.4%)	250,138	19.0%
Science and Technology Directorate		**665,680**		**710,403**		**737,275**	
FY2020 Request	582,117	83,563	14.4%	128,286	22.0%	155,158	26.7%
FY2019 Enacted	819,785	(154,105)	(18.8%)	(109,382)	(13.3%)	(82,510)	-10.1%

Component		FY2020 House Committee-Reported H.R. 3931		FY2020 Senate Committee-Reported S. 2582		FY2020 Enacted P.L. 116-93, Div. D	
Baseline	**Baseline Value**	**$ change v. baseline**	**% change v. baseline**	**$ change v. baseline**	**% change v. baseline**	**$ change v. baseline**	**% change v. baseline**
Office of Countering Weapons of Mass Destruction		**434,952**		**424,658**		**432,299**	
FY2020 Request	423,158	11,794	2.8%	1,500	0.4%	9,141	2.2%
FY2019 Enacted	434,897	55	0.0%	(10,239)	(2.4%)	(2,598)	-0.6%
Federal Law Enforcement Training Center		**368,091**		**350,935**		**351,170**	
FY2020 Request	350,935	17,156	4.9%	0	0.0%	235	0.1%
FY2019 Enacted	328,819	39,272	11.9%	22,116	6.7%	22,351	6.8%
Analysis & Operations		**276,641**		**276,641**		**284,141**	
FY2020 Request	276,641	0	0.0%	0	0.0%	7,500	2.7%
FY2019 Enacted	253,253	23,388	9.2%	23,388	9.2%	30,888	12.2%
Office of the Inspector General		**195,242**		**170,186**		**190,186**	
FY2020 Request	170,186	25,056	14.7%	0	0.0%	20,000	11.8%
FY2019 Enacted	168,000	27,242	16.2%	2,186	1.3%	22,186	13.2%
Office of the Secretary and Executive Management		**174,916**		**160,369**		**178,808**	
FY2020 Request	141,310	33,606	23.8%	19,059	13.5%	37,498	26.5%
FY2019 Enacted	141,381	33,535	23.7%	18,988	13.4%	37,427	26.5%
U.S. Citizenship and Immigration Services		**188,655**		**121,586**		**132,395**	
FY2020 Request	121,586	67,069	55.2%	0	0.0%	10,809	8.9%
FY2019 Enacted	142,526	46,129	32.4%	(20,940)	(14.7%)	(10,131)	-7.1%

Sources: CRS analysis of P.L. 116-6, H.Rept. 116-9, H.R. 3931, H.Rept. 116-180, S. 2582, S.Rept. 116-125, P.L. 116-93, and the funding tables of the explanatory statement as printed in Book II of the December 17, 2019, *Congressional Record*, pp. H11024-11060.

Notes: For notes on data, including transfers, adjustments, and supplemental appropriations not reflected in this table, see **Table 1**.

a. Includes the effect of using unobligated prior-year balances in the Disaster Relief Fund (DRF) to fund requested current-year DRF activities.

b. Formerly known as the National Protection and Programs Directorate.

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