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Comparing DHS Component Funding Proposals, FY2022: In Brief

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The Department of Homeland Security Appropriations Act includes all annual appropriations for the Department of Homeland Security (DHS), providing resources to every departmental component. Its accompanying conference report or explanatory statement provides guidance for the department in terms of how DHS should account for reprogramming and transferring a range of non-appropriated funds as well. Together, they form a snapshot of a significant amount of the DHS budget. This report reviews that snapshot at the DHS component level, comparing

- the budget authority outlined in the FY2021 annual appropriations measure;
- annual appropriations requested by the Joseph R. Biden Administration for FY2022;
- funding levels recommended by the House Appropriations Committee in H.R. 4431 and H.Rept. 117-87;
- funding levels proposed by the Senate Appropriations Committee in the committee draft released on October 18, 2021, and its accompanying explanatory statement;[1] and
- annual appropriations enacted in P.L. 117-103, the Consolidated Appropriations Act, 2022, Division F of which is the Department of Homeland Security Appropriations Act, 2022.

The report makes note of supplemental appropriations provided through various measures for FY2021 and FY2022, but identifies such funding distinctly, to allow for clear comparison on the annual appropriations packages. The report makes special note of "net discretionary appropriations" for DHS—a perspective on the net impact the legislation that funds DHS has on congressionally-tracked budget totals.[2]

The FY2022 DHS Appropriations Process

Annual Appropriations

On May 28, 2021, the Joseph R. Biden Administration released its annual budget request for FY2022, including a $90.80 billion budget request for the Department of Homeland Security. By CBO's initial estimation, the request included $53.99 billion in adjusted net discretionary appropriations and $18.80 billion in disaster relief-designated funds.[3] This was $1.11 billion more than was enacted for DHS in FY2021, although those FY2021 annual appropriations also included $840 million in emergency funding to cover U.S. Customs and Border Protection (CBP) fee shortfalls not included in the total.

- On June 30, 2021, the House Committee on Appropriations marked up H.R. 4431, its version of the Department of Homeland Security Appropriations Act,

[1] Although the Senate Appropriations Department of Homeland Security Subcommittee chairman introduced an identical bill a week later, as the bill did not proceed through the markup process and therefore has no associated report or detail table, the analysis in this report continues to refer to the draft and its explanatory statement.

[2] When dealing with bill totals, the report refers to "adjusted annual net discretionary appropriations," which take into account the offsetting impact of rescissions or cancellations of budget authority provided in prior years. Neither of the discretionary appropriations totals include emergency or disaster relief-designated funding.

[3] This total evolved over the course of the process, owing in part to the changes in unobligated balances available for rescission. Analyses in the report refer to the CBO's estimates as outlined in the detail table at the end of H.Rept. 117-87.

> 2022. H.Rept. 117-87 was filed on July 15, 2021. Committee-reported H.R. 4431 included $52.80 billion in adjusted net discretionary budget authority. This was $183 million below the level requested by the Administration and $928 million above the FY2021 enacted level.

H.R. 4431 was not brought to the House floor before the end of FY2021—one of two annual appropriations measure for FY2022 to be reported by the committee that did not get floor consideration. As no annual appropriations for FY2022 had been signed into law before the end of FY2021, a continuing resolution was enacted (), temporarily extending funding for the federal government. **Table 1** summarizes the continuing appropriations provided for DHS in FY2022. For further information on the FY2022 continuing resolutions, see CRS Report R46953, *Overview of Continuing Appropriations for FY2022 (P.L. 117-43)*.

Table 1. Continuing Resolution Summary for DHS, FY2022

Bill Number	House Passage	Senate Passage	Presidential Approval	Rate for Operations	Expiration Date	DHS-Specific Provisions
H.R. 5305	254-175 9/30/21	65-35 9/30/21	P.L. 117-43 9/30/21	"as provided ... for fiscal year 2021"	12/3/21	Division A is the CR: • The rate for operations was based on the FY2021 annual appropriation, not including a one-time transfer. • Certain policy provisions in Div. O of the FY2021 consolidated appropriations act were also extended. • Section 133 provided flexibility in allocations for the Disaster Relief Fund. • Section 134 extended the National Flood Insurance Program for the term of the CR. Division B is a disaster supplemental: • $50 million for FEMA Emergency Management Performance Grants. • Cancelled all outstanding Community Disaster Loans. Division C is a supplemental related to Afghanistan: • $193 million for U.S. Citizenship and Immigration Services. • $344 million in changes to mandatory programs related to Afghan refugee resettlement were charged to the subcommittee.
H.R. 6119	221-212 12/2/21	69-28 12/2/21	P.L. 117-70 12/3/21	unchanged	2/18/22	Division A is the extension of the CR via a date change. Division B is a further supplemental related to Afghanistan: • Provided $147.5 million for the DHS Office of the Secretary and Executive Management for DHS component expense related to Operation Allies Welcome.
H.R. 6119	272-162 2/8/22	65-27 2/17/22	P.L. 117-86 2/18/22	unchanged	3/11/22	Division A is the extension of the CR via a date change.
H.J.Res. 75	vv 3/9/22	vv 3/10/22	P.L. 117-95 3/11/22	unchanged	3/15/22	Extends the CR via a date change.

Source: LIS and the explanatory statement accompanying P.L. 117-103, Div. F.

Notes: vv = voice vote. All funding specified is designated as an emergency requirement. There were no lapses in annual appropriations for FY2022.

On October 18, 2021, Senate Appropriations Committee chairman Senator Patrick Leahy released drafts of nine appropriations measures that had yet to be marked up by the committee, along with draft explanatory statements for each.[4] Vice Chairman[5] Senator Richard Shelby criticized the move as partisan and unilateral, and indicated he would not support the bills, and that an agreement on overall spending levels was needed to produce bills he would support.[6] A week later, S. 3058, an identical bill, was introduced by Senate Appropriations Committee Subcommittee on the Department of Homeland Security Chairman Senator Christopher Murphy. The Senate Appropriations majority draft bill for DHS for FY2022 included $52.92 billion in adjusted net discretionary budget authority. This was $70 million below the level requested by the Administration, and $1.04 billion above the enacted annual level for FY2021.

On March 9, 2022, the House took up a consolidated appropriations measure as an amendment to H.R. 2471 (an unrelated bill). After dividing the question, the House passed the portion with Division F, the Department of Homeland Security Appropriations Act, 2022 by a vote of 361-69.[7] The Senate agreed to the House amendment the next day by a vote of 68-31,[8] and President Biden signed the measure into law on March 15, 2022, as P.L. 117-103. Division F included $57.50 billion in adjusted net discretionary budget authority. This was $5.03 billion above the level requested by the Administration, and $5.62 billion above the enacted level for FY2021.

Supplemental Appropriations

On a separate track, on August 1, 2021, S.Amdt. 2137 was introduced in the Senate. This measure was a substitute for H.R. 3684, a House-passed infrastructure measure. The amendment, which was adopted by a vote of 68-28 on August 8, had been developed as a compromise infrastructure package that could pass the Senate. The amended bill passed the Senate by a vote of 68-30 on August 10, 2021, passed the House 228-206 on November 5, and was signed into law as P.L. 117-58 on November 15. Division J of the P.L. 117-58 included a range of supplemental appropriations, including a total of $7.96 billion for DHS, $3.08 billion of which would be available in FY2022.[9]

Aside from the two sets of supplemental appropriations provided in parallel with continuing resolutions noted above, additional supplemental funding for DHS is still pending before Congress. H.R. 5376—a reconciliation package that passed the House 220-213 on November 19, 2021—includes

- $400 million for the Cybersecurity and Infrastructure Security Agency (CISA) for several cybersecurity programs (Sec. 50001);
- $100 million for FEMA for cybersecurity grants (Sec. 50002);

[4] The draft bills and explanatory statements can be found on the Senate Appropriations Committee website at https://www.appropriations.senate.gov/news/majority/chairman-leahy-releases-remaining-nine-senate-appropriations-bills.

[5] This is the title for the leader of the minority party on the Senate Appropriations Committee.

[6] U.S. Senate Committee on Appropriations, "Shelby: Democrats' Partisan Bills Threaten FY22 Appropriations Process," press release, October 18, 2021, https://www.appropriations.senate.gov/news/shelby-democrats-partisan-bills-threaten-fy22-appropriations-process.

[7] Roll No. 65, available at https://clerk.house.gov/Votes/202265.

[8] Record Vote No. 78, available at https://www.senate.gov/legislative/LIS/roll_call_votes/vote1172/vote_117_2_00078.htm.

[9] The remaining amounts (considered "advance appropriations") are not reflected in this report, as they are not available for use in FY2022. As they become available in later fiscal years, they will appear in future analyses.

- $100 million for FEMA for the Nonprofit Security Grant Program (Sec. 50003);
- $900 million for the DHS Management Directorate for environmental and sustainability programs (Sec. 50004);
- $100 million for FEMA for the Assistance to Firefighters Grant Program, and its administrative expenses (Sec. 90005);
- $150 million for FEMA grants to support updating building codes (Sec. 110008);
- $650 million the Coast Guard for climate resilient facilities (Sec. 110011);
- $350 million for a new Great Lakes icebreaker (Sec. 110012); and
- $20.5 billion in debt cancellation for the National Flood Insurance Program (NFIP), and $600 million for an NFIP affordability program. (Sec. 40104).

It remains to be seen if this bill will become law in its present form; this potential funding is not included in the analyses below.

DHS Budgetary Resources: 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, this "score" does 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 emergency- or disaster relief-designated appropriations.

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 operational components—the seven largest components of DHS in terms of net discretionary budget authority:

- 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).

In **Figure 1** these seven components are listed along the bottom axis. Each component's funding level as a section of the figure has five bars, representing the different phases of the appropriations process: prior-year (i.e., FY2021) enacted, current year (i.e., FY2022) requested annual appropriations, the ensuing responses of the House and Senate appropriations committees, and the annual appropriations provided in the enacted consolidated appropriations measure.

The base segment of each bar represents net discretionary budget authority. On top of these bases are several other segment types, representing offsetting collections, programs paid for directly by fees, mandatory appropriations,[10] funding covered by disaster relief and emergency designations in annual appropriations, and supplemental appropriations.[11]

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 the net discretionary appropriations alone. Among the changes it illuminates are

- The relative magnitude of disaster spending (which encompasses the mandatory, disaster relief designated, and most of the supplemental funding for FEMA) compared with other DHS funding priorities—FEMA's FY2021 total requires a scaled inset to fully display it;
- The reduced fee-funding of CBP programs being made up for by additional appropriations;
- The breadth of supplemental appropriations provided across the department in FY2021 and FY2022;
- The relative similarities of component level funding allocations between the House-reported and Senate majority-drafted bills (slightly more for CBP and USCG in the House-reported bill, slightly more for FEMA and CISA in the Senate majority-drafted bill);
- The continued growth of CISA, although it remains one of the smaller operational components within DHS.

Table 2, which follows immediately thereafter, provides a complete breakdown of the total budget authority provided for FY2022 outlined in appropriations committee tables for *all* DHS components, arranged by FY2021 enacted annual net discretionary budget authority.

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 many 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 2**. 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.[12]

Likewise, the detail tables and the figures and tables based upon them in this report 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.[13]

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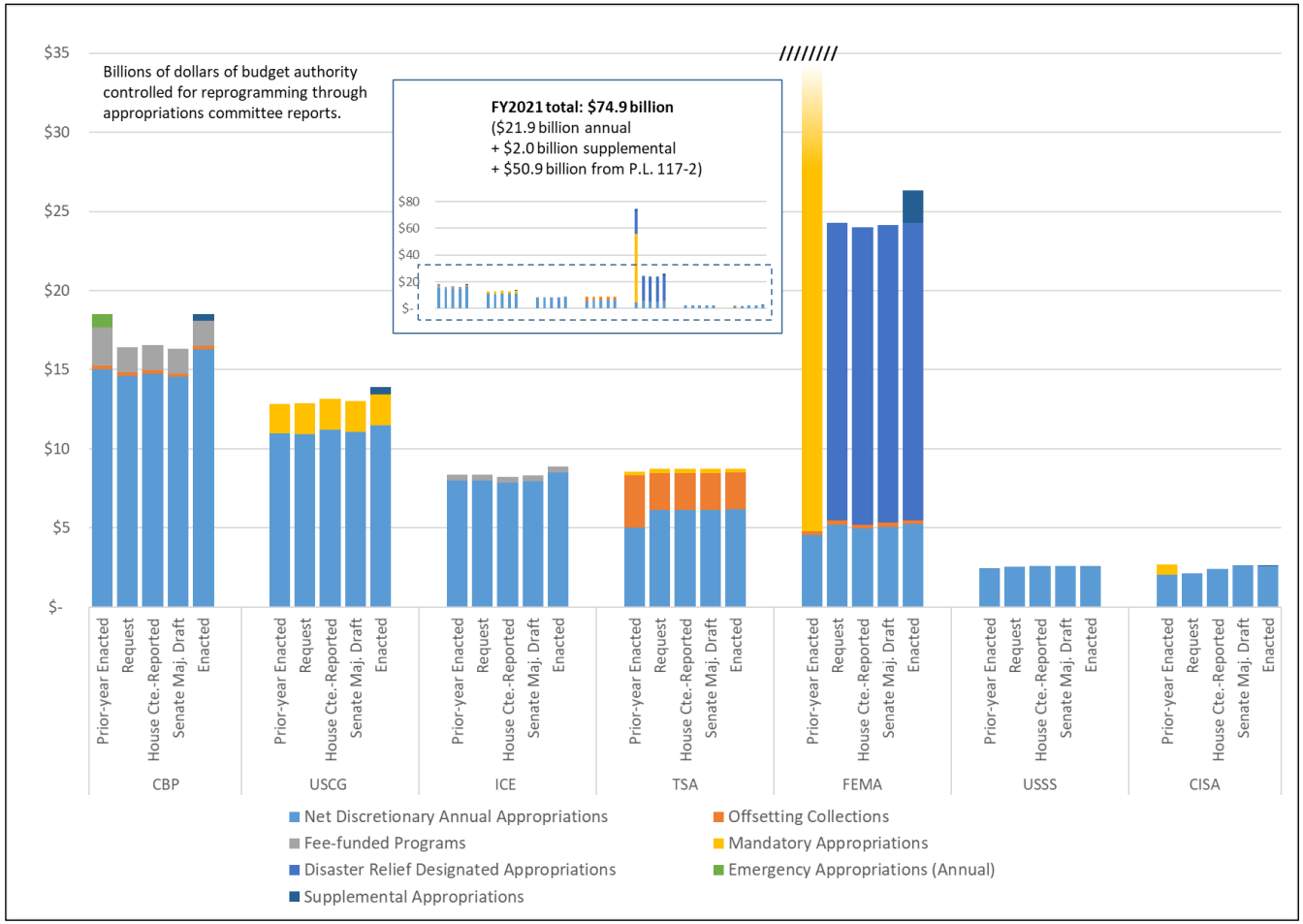
[10] Usually the mandatory spending reflected here is composed of two elements: Coast Guard retired pay, which is considered mandatory spending but requires congressional action nonetheless; and $250 million from the Aviation Security Capital Fund. However, FY2021 also includes mandatory funding from P.L. 117-2, the American Rescue Plan Act, which included resources for FEMA and CISA.

[11] 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.

[12] The FY2022 DHS budget request can be found on the Office of Management and Budget website, or linked directly at https://www.whitehouse.gov/wp-content/uploads/2021/05/dhs_fy22.pdf.

[13] The FY2022 DHS budget justification can be found at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022.

Figure 1. DHS Budget Authority by Selected Component, FY2021-FY2022



Source: See **Table 2**.

Notes: Data do not reflect the impact of rescissions or advance appropriations not available in a given fiscal year. CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; ICE = U.S. Immigration and Customs Enforcement; TSA = Transportation Security Administration; FEMA = Federal Emergency Management Agency; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency.

Table 2. DHS Budget Authority by Component, FY2021-FY2022

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

Component / Funding Aspect	FY2021 Enacted (Annual and Supplemental)	FY2022 Request	HAC-reported	SAC Majority Draft	FY2022 Enacted (Annual and Supplemental)
CBP	**18,526,402**	**16,424,623**	**16,573,623**	**16,344,967**	**18,094,103**
Net Discretionary Funding	15,038,557	14,617,589	14,766,589	14,537,933	16,287,069
Offsetting Collections	238,939	206,000	206,000	206,000	206,000
Fee-funded Programs	2,408,906	1,601,034	1,601,034	1,601,034	1,601,034
Emergency Annual Appropriations	840,000	—	—	—	—
Supplemental Appropriations	—	—	—	—	430,000
USCG	**12,848,954**	**12,875,442**	**13,176,742**	**13,043,192**	**13,891,792**
Net Discretionary Funding	10,975,250	10,907,923	11,209,223	11,075,673	11,490,273
Offsetting Collections	4,000	4,000	4,000	4,000	4,000
Mandatory Appropriations	1,869,704	1,963,519	1,963,519	1,963,519	1,963,519
Supplemental Appropriations	—	—	—	—	434,000
ICE	**8,350,139**	**8,371,096**	**8,251,585**	**8,313,329**	**8,877,494**
Net Discretionary Funding	7,973,529	7,991,486	7,871,975	7,933,719	8,497,884
Fee-funded Programs	376,610	379,610	379,610	379,610	379,610
TSA	**8,567,195**	**8,720,811**	**8,720,811**	**8,720,811**	**8,743,461**
Net Discretionary Funding	5,017,731	6,154,811	6,154,811	6,154,811	6,177,461
Offsetting Collections	3,293,964	2,310,000	2,310,000	2,310,000	2,310,000
Fee-funded Programs	5,500	6,000	6,000	6,000	6,000
Mandatory Appropriations	250,000	250,000	250,000	250,000	250,000

Component / Funding Aspect	FY2021 Enacted (Annual and Supplemental)	FY2022 Request	HAC-reported	SAC Majority Draft	FY2022 Enacted (Annual and Supplemental)
FEMA	**74,833,271**	**24,270,180**	**24,012,825**	**24,129,273**	**26,339,379**
Net Discretionary Funding	4,542,859	5,222,844	4,976,195	5,081,937	5,242,043
Offsetting Collections	238,412	248,336	237,630	248,336	248,336
Mandatory Appropriations	50,910,000	—	—	—	—
Disaster Relief Designated	17,142,000	18,799,000	18,799,000	18,799,000	18,799,000
Supplemental Appropriations	2,000,000	—	—	—	2,050,000
USSS	**2,438,001**	**2,571,917**	**2,575,817**	**2,577,687**	**2,611,888**
Net Discretionary Funding	2,438,001	2,571,917	2,575,817	2,577,687	2,611,888
CISA	**2,674,976**	**2,133,630**	**2,422,348**	**2,638,078**	**2,648,656**
Net Discretionary Funding	2,024,976	2,133,630	2,422,348	2,638,078	2,593,656
Mandatory Appropriations	650,000	—	—	—	—
Supplemental Appropriations	—	—	—	—	55,000
MD	**3,201,705**	**3,703,753**	**3,790,369**	**3,629,924**	**3,912,709**
Net Discretionary Funding	1,612,957	2,050,369	2,165,369	2,004,924	2,259,325
Offsetting Collections	1,588,748	1,653,384	1,625,000	1,625,000	1,653,384
Emergency Annual Appropriations	—	—	—	—	49,500
S&T	**765,558**	**822,903**	**830,403**	**868,903**	**886,403**
Net Discretionary Funding	765,558	822,903	830,403	868,903	886,403
Supplemental Appropriations	—	—	—	—	157,500
CWMD	**402,277**	**427,461**	**437,461**	**442,011**	**452,011**
Net Discretionary Funding	402,277	427,461	437,461	442,011	452,011

Component / Funding Aspect	FY2021 Enacted (Annual and Supplemental)	FY2022 Request	HAC-reported	SAC Majority Draft	FY2022 Enacted (Annual and Supplemental)
FLETC	**340,348**	**355,636**	**355,636**	**355,636**	**355,636**
Net Discretionary Funding	340,348	355,636	355,636	355,636	355,636
A&O	**298,500**	**320,620**	**320,620**	**320,620**	**298,171**
Net Discretionary Funding	298,500	320,620	320,620	320,620	298,171
OSEM	**205,819**	**249,747**	**268,153**	**241,555**	**271,053**
Net Discretionary Funding	205,819	249,747	268,153	241,555	271,053
Supplemental Appropriations	—	—	—	—	147,456
OIG	**190,186**	**205,359**	**205,359**	**205,359**	**205,359**
Net Discretionary Funding	190,186	205,359	205,359	205,359	205,359
USCIS	**5,059,663**	**4,760,784**	**4,773,784**	**5,209,014**	**5,231,641**
Net Discretionary Funding	127,790	469,504	482,504	487,504	409,504
Fee-funded Programs	4,931,873	4,291,280	4,291,280	4,721,510	4,822,137
Supplemental Appropriations	—	—	—	—	193,000
TOTAL NET DISCRETIONARY BUDGET AUTHORITY PLUS DISASTER RELIEF AND EMERGENCY FUNDING, DHS	***77,300,401***	***77,722,519***	***78,224,093***	***78,118,686***	***84,774,912***

Sources: CRS analysis of P.L. 116-260, Divisions F and M and its explanatory statement; P.L. 117-103, Division F, and its explanatory statement; H.R. 4431 and H.Rept. 117-87; the Senate Appropriations Committee majority-produced draft appropriations bill and explanatory statement released on October 18, 2021.

Notes: Data do not reflect the impact of rescissions or advance appropriations not available in a given fiscal year. HAC = House Appropriations Committee; SAC = Senate Appropriations Committee; CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; ICE = U.S. Immigration and Customs Enforcement; TSA = Transportation Security Administration; FEMA = Federal Emergency Management Agency; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; MD = Management Directorate; S&T = Science and Technology Directorate; CWMD = Office of Countering Weapons of Mass Destruction; FLETC = Federal Law Enforcement Training Center; A&O = Analysis and Operations; OSEM = Office of the Secretary and Executive Management; OIG = Office of the Inspector General; USCIS = U.S. Citizenship and Immigration Services.

a. Division J of P.L. 117-58 includes a general provision (Section 501) that directs a transfer of 0.25% of the supplemental appropriations provided to DHS in the bill each fiscal year to the DHS OIG.

DHS Appropriations: Comparing Scores

It is often useful to present comparative analysis to put enacted annual funding levels for given DHS components in context. **Table 3** shows net discretionary annual FY2022 appropriations for DHS distributed by departmental component in comparison to two common baselines.

The table presents an analysis of a component's net discretionary annual appropriations—appropriations provided from the Treasury that are not offset by other incoming resources or given special exemption.[14] Comparison is drawn between two common baselines that are shown in **Table 1**—the FY2021 enacted funding level and the FY2022 requested funding level. The first column of figures shows the FY2022 enacted annual net discretionary amount for each component. Changes from that level are reflected in thousands of dollars, and then as a percentage. The components are ordered from largest to smallest by FY2022 enacted funding level.

FY2021 and FY2022 supplemental appropriations are not reflected in **Table 3**. The purpose of the table is to provide comparative perspectives on *annual* appropriations levels, 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 2**.

Table 3. Enacted DHS Annual Net Discretionary Appropriations, FY2022, Compared

(net discretionary budget authority, in thousands of dollars)

Component	FY2022 Annual Enacted (P.L. 117-103, Div. F)	Compared to FY2021 (P.L. 116-260, Div. F)		Compared to FY2022 Annual Request	
		$	%	$	%
CBP	16,287,069[a]	1,669,480	11.4%	1,248,512	8.3%
USCG	11,490,273	582,350	5.3%	515,023	4.7%
ICE	8,497,884[b]	506,398	6.3%	524,355	6.6%
TSA	6,177,461	22,650	0.4%	1,159,730	23.1%
FEMA	5,242,043[c]	19,199	0.4%	699,184	15.4%
USSS	2,611,888	39,971	1.6%	173,887	7.1%
CISA	2,593,656	460,026	21.6%	568,680	28.1%
MD	2,259,325[d]	208,956	10.2%	646,368	40.1%
S&T	886,403	63,500	7.7%	120,845	15.8%
CWMD	452,011	24,550	5.7%	49,734	12.4%
FLETC	355,636	—	0.0%	15,288	4.5%
A&O	298,171	(22,449)	(7.0%)	(329)	(0.1%)
OSEM	271,053	21,306	8.5%	65,234	31.7%
OIG	205,359	—	0.0%	15,173	8.0%
USCIS	409,504	(60,000)	(12.8%)	281,714	220.5%

[14] The two most common types of exemption in the DHS appropriations context are the emergency designation and the disaster relief designation. These designations exempt such funding from being counted against discretionary budget limits.

Sources: CRS analysis of P.L. 116-260, Division F and the explanatory statement accompanying it; H.R. 4431 and H.Rept. 117-87.

Notes: Negative numbers are shown in (parentheses). — = a zero value. Data do not reflect the impact of transfers, rescissions, emergency- or disaster relief-designated funding, or advance appropriations not available in the given fiscal year. CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; ICE = U.S. Immigration and Customs Enforcement; TSA = Transportation Security Administration; FEMA = Federal Emergency Management Agency; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; MD = Management Directorate; S&T = Science and Technology Directorate; CWMD = Office of Countering Weapons of Mass Destruction; FLETC = Federal Law Enforcement Training Center; A&O = Analysis and Operations; OSEM = Office of the Secretary and Executive Management; OIG = Office of the Inspector General; USCIS = U.S. Citizenship and Immigration Services.

a. Includes $650 million in Title V to make up for fee shortfalls. $840 million in emergency funding for the same purpose is not included in the FY2021 enacted total. Also includes $993 million in Title V for CBP border management requirements.

b. Includes $239 million in Title V for non-detention border management requirements.

c. Includes $3 million in Title V for grants to pay certain law enforcement costs related to presidential protection. $12.7 million for the same purpose is included in the FY2021 enacted total. Also includes $150 million for FEMA Emergency Food and Shelter grants for those encountered by DHS.

d. Includes $130.5 million in Title V for joint processing centers to serve the U.S. / Mexico border.

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