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DHS Budget Request Analysis: FY2023

June 2, 2022

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SUMMARY

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June 2, 2022

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DHS Budget Request Analysis: FY2023

On March 28, 2022, the Joseph R. Biden Jr. Administration released its budget request for FY2023, including $97.29 billion for the Department of Homeland Security (DHS).

DHS is the third largest agency in the federal government in terms of personnel. The annual appropriations bill that funds it—providing more than $81 billion in FY2022—is the seventh largest of the 12 annual funding measures developed by the appropriations committees, and is the only appropriations bill that funds a single agency in its entirety and nothing else.

The FY2023 budget request was the second detailed budget proposed by the Biden Administration. It was released 13 days after the enactment of the FY2022 consolidated appropriations measure, too soon for the Appendix or accompanying justification documents to include direct comparisons to FY2022 enacted funding and guidance. Although budget requests have been made prior to the conclusion of the prior year appropriations process for DHS twice, this is the first time that the request has been made less than two weeks after such enactment. Such a quick turnaround precludes the use of prior year enacted funding levels in budget formulation and justification, which may contribute to a lack of clarity in the public presentation of budget priorities for the coming fiscal year.

This report provides an overview of the FY2023 annual budget request for the Department of Homeland Security. It provides a component-level overview of the appropriations requested for FY2023, and puts the requested appropriations in context with the FY2022 requested and enacted appropriations levels, to the extent possible, while noting some of the factors behind the larger changes from those baselines.

The FY2023 budget request includes a larger gross discretionary request for every component compared to the FY2022 request. Some of the major drivers of change in the FY2023 request include

- a $19.74 billion request for the Disaster Relief Fund (DRF), up $941 million from the FY2022 enacted level, including a $2 billion reserve for initial response operations for new significant events, and a $1 billion set-aside for pre-disaster mitigation grants;
- a $1.52 billion increase in the gross discretionary budget request for the Transportation Security Administration, driven by major changes to TSA's personnel system—costing almost $1 billion—and offset by a legislative proposal to provide TSA the full resources of the Aviation Passenger Security Fee;
- no proposed rescissions, compared to $2.03 billion sought in FY2022;
- an increase of $527 million above the enacted gross discretionary funding level for Departmental Management, largely due to an increase of $461 million (27.8%) for the Federal Protective Service;
- an increase of $504 million (55.2%) above the enacted level for the Operations and Support appropriation for U.S. Citizenship and Immigration Services to fund efforts to clear application backlogs; and
- a 4.6% pay increase for both civilian and military DHS personnel.

For more information on the contents of the House Appropriations Committee's and Senate Appropriations Committee majority's response to the request, see CRS Report R47220, *Comparing DHS Component Funding, FY2023: In Brief*. For more information on the current status of DHS appropriations for FY2023, see CRS Report R47239, *Department of Homeland Security Appropriations: FY2023 State of Play*.

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Introduction

The Department of Homeland Security (DHS) is the third largest agency in the federal government in terms of staffing, with roughly 252,000 civilian and military personnel. The annual appropriations bill that funds it—providing more than $81 billion in FY2022—is the seventh largest of the 12 annual funding measures developed by the appropriations committees, and is the only appropriations bill that funds a single agency in its entirety and nothing else.

This report provides an overview of the Biden Administration's FY2023 annual budget request for the Department of Homeland Security. It provides a component-level overview of the appropriations sought in the FY2023 budget request, and puts the requested appropriations in context with the FY2022 requested and enacted level of appropriations, while noting some of the factors behind the larger changes from those baselines.

- For more information on the contents of the House Appropriations Committee's and Senate Appropriations Committee majority's response to the request, see CRS Report R47220, *Comparing DHS Component Funding, FY2023: In Brief*, by William L. Painter.
- For more information on the current status of DHS appropriations for FY2023, see CRS Report R47239, *Department of Homeland Security Appropriations: FY2023 State of Play*, by William L. Painter.

Data Sources and Caveats

The analysis in this report is based on Office of Management and Budget (OMB) data as presented in the FY2023 *Budget-in-Brief* for DHS, as well as supporting information from the DHS congressional budget justifications for FY2023, except where noted.[1] Most other CRS appropriations reports rely on Congressional Budget Office (CBO) data, which was not available at a similar level of granularity at the time of publication.[2] Numbers expressed in billions are rounded to the nearest hundredth ($10 million), while numbers expressed in millions are rounded to the nearest million.

Despite some of the comparisons presented here, the FY2023 budget request may not be directly responsive to the FY2022 enacted annual appropriations. The Consolidated Appropriations Act, 2022, was signed into law on March 15, 2022. The FY2023 budget proposal was released less than two weeks later. As the creation of the budget request is a months-long process, it may not have been feasible to effect any significant changes in the request over such a short time frame.

None of the FY2022 requested or enacted levels in this report used for comparisons include supplemental appropriations, including those requested and/or provided in the wake of the COVID-19 pandemic, as the intent is to analyze the FY2023 annual appropriations request in comparison to the preceding request and annual appropriations.

[1] These documents are available at https://www.dhs.gov/dhs-budget.

[2] As the executive branch and legislative branch follow different scorekeeping procedures and at times structure resources differently over the course of discussion, CRS generally avoids making comparisons between executive branch and legislative branch documentation of appropriations. In this case, due to time constraints, CRS (for purposes of this report) determined that it is unavoidable.

Structure of the DHS Budget

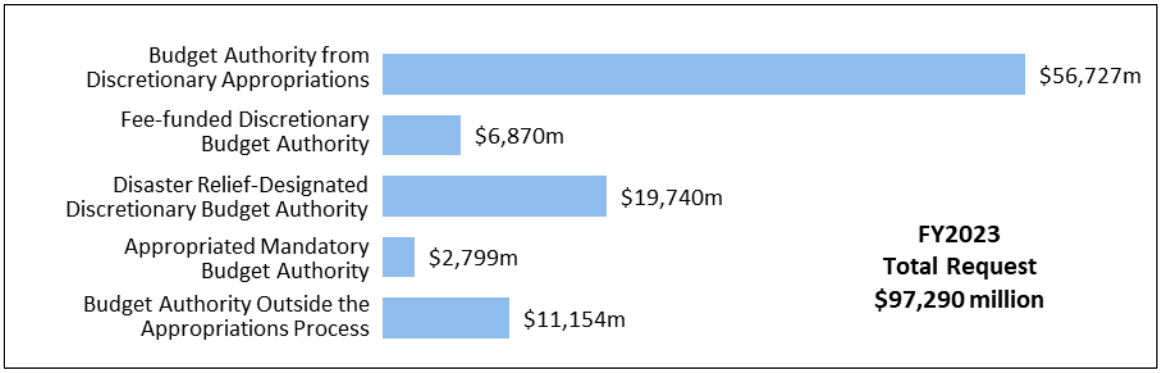
FY2023 Context

The FY2023 budget request was the second detailed budget proposed by the Joseph R. Biden Jr. Administration. The first, released ten months before, was the longest-delayed release of an annual budget request for DHS since the establishment of the department in 2003. While the FY2023 request came closer to the statutory deadline for the submission of the budget to Congress,[3] the seven-week delay was the longest in a non-inauguration year since the passage of the Budget Act of 1974.

The budget for DHS includes a variety of discretionary and mandatory budget authority. Aside from standard discretionary spending, some of the discretionary spending in the bill is offset by collections of fees, reducing the net effect on the general fund of the Treasury. Additionally, a large portion of the funding the Federal Emergency Management Agency (FEMA) receives for the Disaster Relief Fund (DRF) has received special budgetary exemptions from subcommittee allocations and statutory spending limits.[4] DHS also draws resources from fee revenues and other collections included in the mandatory budget, which are not usually referenced in annual appropriations legislation. However, some mandatory spending items still require an appropriation because there is no dedicated source of funding to meet the government's obligations established in law—e.g., U.S. Coast Guard (USCG) retirement accounts.[5] **Figure 1** shows a breakdown of these different categories from the FY2023 budget request.

Figure 1. FY2023 Budget Request Structure

(dollars of budget authority)



Source: Developed by CRS, based on the "DHS Resource Table," DHS *Budget in Brief*, FY2023, pp. 88-107.

Notes: "Budget Authority from Discretionary Appropriations" reflects the offsetting effect of the fees and the disaster relief designation shown in the two bars below it. The Administration's accounting for appropriated

[3] The President is required to submit his budget request to Congress by the first Monday in February, based on the Budget and Accounting Act of 1921; in practice, the release is often delayed. The last budget released on the deadline was the FY2016 request on February 2, 2015.

[4] Both the special designation for disaster relief funding and the statutory spending limits the designation adjusted, established by the Budget Control Act (P.L. 112-25), expired at the end of FY2021. Congress chose to extend that flexibility for FY2022, and could continue to do so.

[5] For a further discussion of these terms and concepts, see CRS Report R46240, *Introduction to the Federal Budget Process*, by James V. Saturno.

mandatory budget authority includes the Aviation Security Capital Fund and several U.S. Coast Guard items: Retired Pay, Boat Safety, Maritime Oil Spill Program, and General Gift Fund.

Congress and the Administration may differ on how funding for the department is structured. Administrations of both parties have suggested paying for certain activities with fee increases that would require legislative approval. If fees are not increased, additional discretionary appropriations would be required to fund the planned activities.[6]

Because the FY2023 budget request was released less than two weeks after FY2022 annual appropriations were finalized, the budget documents do not make direct analytical comparisons that would allow for a complete comparison of each of the above elements. However, several comparisons can be made in the first three categories of discretionary funding:

- With its proposed $83.34 billion in gross budget authority from discretionary appropriations, the Administration is seeking $5.62 billion (7.2%) more in discretionary appropriations than it did for FY2022, and $2.21 billion (2.7%) more than was enacted in annual appropriations for FY2022.
- The Administration also proposes a $2.45 billion (55.4%) increase in offsetting collections from the FY2022 enacted level. These increases include $1.64 billion for the Transportation Security Administration from the aviation security passenger fee ($1.52 billion of which would require legislation),[7] and an anticipated $460 million in additional offsetting fee collections for the Federal Protective Service.
- The FY2023 request also includes an increase of $941 million (5.0%) above the FY2022 requested and enacted level of disaster relief-designated discretionary appropriations.
- Once the offsetting collections and disaster relief are taken into account, the Administration is proposing $4.26 billion (8.1%) more in adjusted net discretionary appropriations than were requested in FY2022, and $770 million (1.3%) less than was enacted in FY2022 annual appropriations.

Appropriations Analysis

Comparing the FY2023 Request to Prior-Year Levels

Table 1 presents the requested gross discretionary budget authority for FY2023 for each DHS component, as well as the funding level requested and enacted in the FY2022 annual appropriations act, as well as in measures with supplemental appropriations.

- While this table compares data developed with the CBO scoring methodology with data developed with the OMB scoring methodology, historically, the scoring

[6] This is the case in FY2023, with the Administration proposing a change in the disposition of revenues from the Aviation Security Passenger Fee.

[7] The Administration projects $124 million in revenues under the current authorization, and proposes a change in the authorization of the fee to eliminate a statutory contribution from the fee to deficit reduction, making $1.52 billion more of the fee available to offset TSA's aviation security costs. (Department of Homeland Security, *Transportation Security Administration, September 11th Aviation Passenger Security Fee Fiscal Year 2023 Congressional Justification*, p. TSA-APSF-8.)

differences between the two in tallying gross discretionary spending have been small.[8]

- Six analytical columns on the right side of the table provide comparisons of the FY2023 requested funding levels with the FY2022 requested, enacted annual, and total enacted[9] levels, and indicate both dollar and percentage change.
- Components are listed in order of their total FY2023 requested gross discretionary budget authority, from highest to lowest.
- An indented and italicized line beneath the Federal Emergency Management Agency entry shows the portion of the component's funding covered by the special budgetary designation for disaster relief.

[8] OMB has yet to release its comparative analysis on the Consolidated Appropriations Act, 2022.

[9] This third comparison includes supplemental appropriations.

Table 1. Component-Level Analysis of DHS Budget Request (FY2022-FY2023)

(thousands of dollars of gross discretionary budget authority)

Component	FY2023 Request	vs. FY2022 Request	% Change	vs. FY2022 Annual Enacted	% Change	vs. FY2022 Annual + Supplemental + Emergency Enacted	% Change
FEMA	25,064,041	793,861	3.3%	774,662	3.2%	-1,275,338	-4.8%
Disaster Relief	*19,740,000*	*941,000*	*5.0%*	*941,000*	5.0%	*941,000*	*5.0%*
CBP	15,461,020	637,431	4.3%	-1,032,049	-6.3%	-1,462,049	-8.6%
USCG	11,539,242	627,319	5.7%	44,969	0.4%	-389,031	-3.3%
TSA	10,007,352	1,542,541	18.2%	1,519,891	17.9%	1,519,891	17.9%
ICE	8,099,890	108,404	1.4%	-397,994	-4.7%	-397,994	-4.7%
DM	4,439,257	735,504	19.9%	526,548	13.5%	477,048	12.0%
USSS	2,703,509	131,592	5.1%	91,621	3.5%	91,621	3.5%
CISA	2,510,692	377,062	17.7%	-82,964	-3.2%	-137,964	-5.2%
USCIS	913,622	444,118	94.6%	504,118	123.1%	311,118	51.6%
S&T	901,291	78,388	9.5%	14,888	1.7%	-142,612	-13.7%
CWMD	428,972	1,511	0.4%	-23,039	-5.1%	-23,039	-5.1%
FLETC	396,547	40,911	11.5%	40,911	11.5%	40,911	11.5%
IA&O	341,159	20,539	6.4%	42,988	14.4%	42,988	14.4%
OSEM	316,180	66,433	26.6%	45,127	16.6%	-102,329	-24.5%
OIG	214,879	9,520	4.6%	9,520	4.6%	9,520	4.6%

Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the Consolidated Appropriations Act, 2022, explanatory statement posted in Part III of the March 9, 2022, *Congressional Record.*

Notes: Numbers preceded by a "-" are negative. Indented lines are part of the line shown above. FEMA = Federal Emergency Management Agency; CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; TSA = Transportation Security Administration; ICE = U.S. Immigration and Customs Enforcement; DM = Departmental Management Directorate; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; USCIS = U.S. Citizenship and Immigration

Services; S&T = Science and Technology Directorate; CWMD = Countering Weapons of Mass Destruction Office; FLETC = Federal Law Enforcement Training Centers; IA&O = Intelligence, Analysis, and Operations; OSEM = Office of the Secretary and Executive Management; OIG = Office of Inspector General.

Table 1 illuminates several shifts within the FY2023 DHS discretionary budget request that are not immediately apparent in top-line analysis:

- The primary drivers for the increase in the Administration's total discretionary request were increases for the FEMA associated with growth in major disaster costs paid from the Disaster Relief Fund, and the Transportation Security Administration's gross discretionary total.
- In addition to FEMA, total discretionary budget requests for two other components increased more than $200 million above the FY2022 enacted level—Departmental Management ($527 million, or 13.5%, driven by increases for the Federal Protective Service) and U.S. Citizenship and Immigration Services ($504 million, or 123.1%, driven by increases in appropriations to speed processing of applications).
- Every component has a larger gross discretionary appropriations request than in FY2022, while four components' requests are lower than their FY2022 enacted annual gross discretionary budget authority:
  - U.S. Customs and Border Protection (CBP)—$1.03 billion (6.3%) less;
  - U.S. Immigration and Customs Enforcement (ICE)—$398 million (4.7%) less;
  - Cybersecurity and Infrastructure Security Agency (CISA)—$83 million (3.2%) less; and
  - Countering Weapons of Mass Destruction Office (CWMD)—$23 million (5.1%) less.

  It is notable that the annual enacted baseline for CBP and ICE is higher as they both received additional appropriations in the general provisions of the FY2022 annual appropriations measure:

  - CBP received an additional $650 million to make up for fee shortfalls and $994 million for border management requirements;
  - ICE received $240 million in additional funding for non-detention border management requirements.

Common DHS Appropriation Types

In FY2017, at congressional direction, DHS implemented a Common Appropriations Structure (CAS), reorganizing most DHS discretionary appropriations into four uniform categories:

1. **Operations and Support (O&S)**, which generally covers operating salaries and expenses;
2. **Procurement, Construction, and Improvements (PC&I)**, which funds planning, development, engineering, purchase, and deployment of assets to support component missions;
3. **Research and Development (R&D)**, which provides resources needed to identify, explore, and demonstrate new technologies and capabilities to support component missions; and
4. **Federal Assistance (FA)**, which supports grant funding managed by DHS components.

Some DHS appropriations do not fit the CAS categories. For instance, FEMA's Disaster Relief Fund is a unique discretionary appropriation that has been preserved separately, in part, due to the history of the high level of public and congressional interest in that particular structure.[10]

Of the $83.34 billion in gross discretionary budget authority requested for DHS in FY2023, $80.18 billion (96.2%) falls into the four CAS categories and the DRF.[11]

The CAS structure allows for a quick survey of the level of departmental investment in these broad categories of spending through the appropriations process.[12] **Table 2** shows the values of the four CAS categories and the DRF in detail, and expresses that value as a share of appropriations in those five categories.[13] The following columns compare that value to the FY2022 requested and annual enacted amounts for each category.

Table 2. FY2023 DHS Annual Appropriations Request by CAS Category

(in thousands of dollars of discretionary budget authority)

Category	FY2023 Annual Request	Share of Categorized Appropriations	Change from FY2022 Request	Change from FY2022 Request (%)	Change from FY2022 Enacted	Change from FY2022 Enacted (%)
Operations and Support	52,274,263	65.2%	+4,499,662	+9.4%	+1,585,793	+3.1%
Procurement, Construction, and Improvements	3,872,040	4.8%	-50,751	-1.3%	-592,590	-13.3%
Research and Development	590,197	0.7%	-28,215	-4.6%	-74,215	-11.2%
Federal Assistance	3,704,672	4.6%	+234,254	+6.8%	-269,475	-6.8%
Disaster Relief Fund[a]	19,740,000	24.6%	+441,000[b]	+2.3%	+941,000	+5.0%

Sources: CRS analysis of P.L. 117-103 and the FY2023 *DHS Budget-in-Brief*.

Notes:

a. The Disaster Relief Fund is currently divided into two parts: one that covers the costs of declared major disasters under the Stafford Act (which have special budgetary treatment discussed above), and another that covers other Stafford Act costs (which is treated as regular discretionary appropriations). Due to the availability of unobligated balances, there was no FY2023 request for the latter category.

[10] Additional information on the DHS Common Appropriations Structure (CAS) and other DHS appropriations, can be found in "The DHS Common Appropriations Structure" section of CRS Report R45268, *Department of Homeland Security Appropriations: FY2019*.

[11] Two-thirds of the gross discretionary budget authority not included in the CAS structure or DRF for FY2023 is the Federal Protective Service (FPS), whose appropriations are fully offset by fees. The $460 million increase in the request for FPS above the requested and enacted levels for FY2022 is a notable contributor to the overall increase in the FY2023 DHS discretionary budget request.

[12] While all DHS components have an Operations and Support (O&S) appropriation, not all components receive appropriations of each type. All DHS operational components and some DHS support and headquarters components have a Procurement, Construction, and Improvements (PC&I) appropriation. Research and Development (R&D) appropriations are less common, and only a handful of components have Federal Assistance (FA) appropriations.

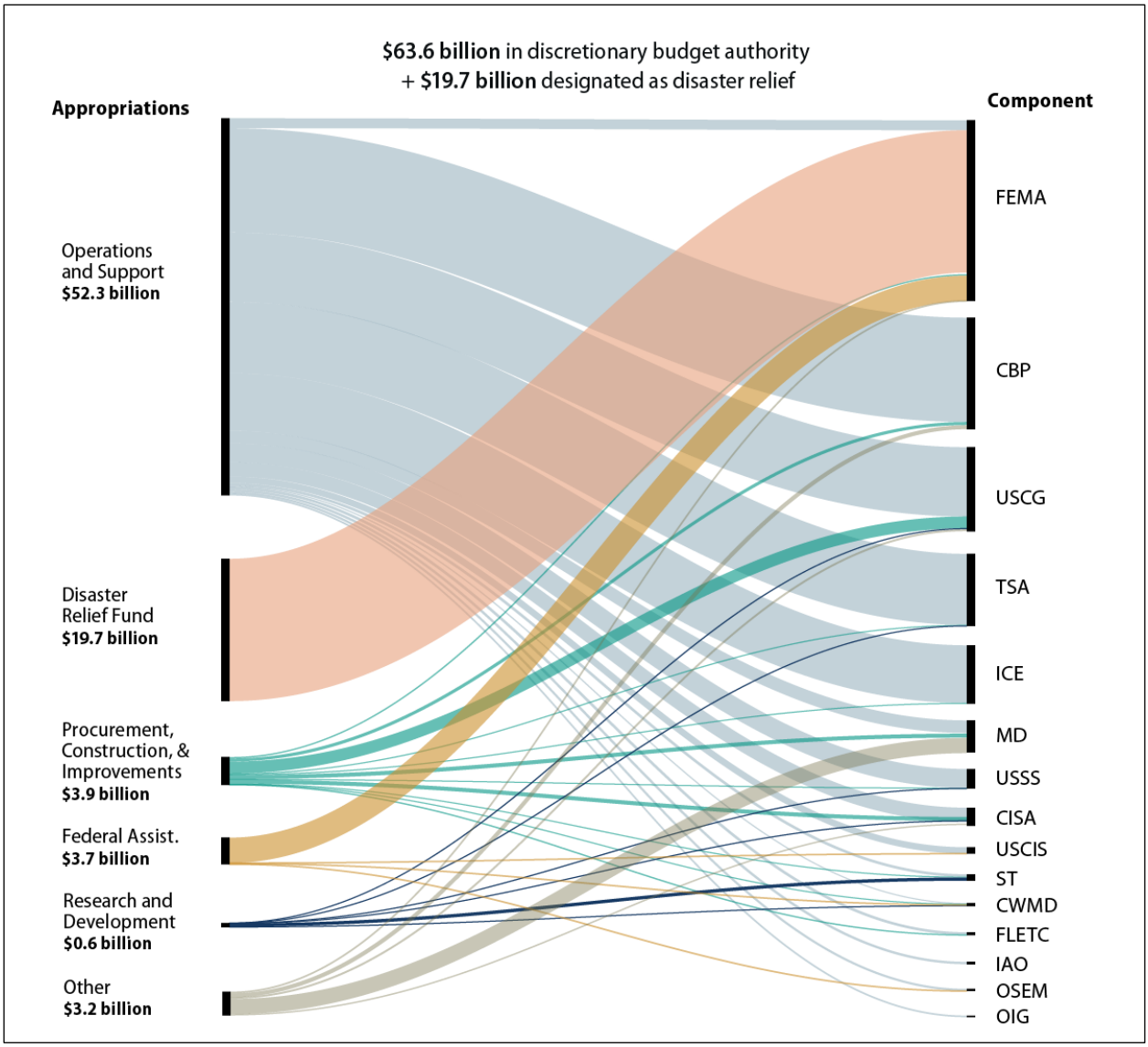
[13] As the "other" category is a mixture of diverse elements without a common theme, and the size of its elements are either fixed or set by outside factors, it is excluded from this analysis.

b. In FY2022 the Administration requested $500 million in discretionary appropriations for the DRF specifically for climate-related mitigation activities, which was not included in the FY2022 enacted measure.

A visual representation of this data follows in **Figure 2.** On the left are the four appropriations categories of the CAS, plus the DRF and a catch-all "other" category for discretionary spending not included in these activity types.[14] A black bar represents (to scale) the FY2023 funding levels requested for DHS for each category. Colored lines flow to the DHS components listed on the right showing the amount of funding requested in each category to each component.

[14] Included in the "other" category are certain appropriations fully offset by fee collections (i.e., the Federal Protective Service; U.S. Customs and Border Protection's preclearance activities and customs inspection activities paid for by certain user fees (known as "Colombia FTA" or "COBRA Customs Fees"); and the Federal Emergency Management Agency's activities funded through the National Flood Insurance Fund and the Radiological Emergency Preparedness Program) and permanent indefinite discretionary spending (i.e., U.S. Customs and Border Protection small airport user fee and U.S. Coast Guard contributions for health care costs of its Medicare-eligible personnel).

Figure 2. FY2023 DHS Annual Discretionary Appropriations Request by Category



Source: CRS interpretation of the FY2023 *DHS Budget-in-Brief*. Elements do not sum to total due to rounding.

Note: FEMA = Federal Emergency Management Agency; CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; TSA = Transportation Security Administration; ICE = U.S. Immigration and Customs Enforcement; MD = Departmental Management Directorate; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; USCIS = U.S. Citizenship and Immigration Services; ST = Science and Technology Directorate; CWMD = Countering Weapons of Mass Destruction Office; FLETC = Federal Law Enforcement Training Centers; IAO = Intelligence, Analysis, and Operations; OSEM = Office of the Secretary and Executive Management; OIG = Office of Inspector General. (Acronyms for the Science and Technology Directorate and Intelligence, Analysis, and Operations differ from the rest of the report as the tool that produced this graphic cannot use ampersands in its labels.)

The Operations and Support (O&S) category is the largest of the five categories discussed, and includes the largest change from either baseline used for comparison. The largest single change in the O&S budget is for the Transportation Security Administration (TSA), where the FY2023 request is almost $1.45 billion (17.9%) above the FY2022 request level and just over $1.45 billion (17.9%) above the FY2022 enacted level. The second largest value change in the FY2023

O&S request for DHS is U.S. Customs and Border Protection. In the case of CBP's O&S appropriation, the FY2023 request is $1.03 billion (7.7%) above the FY2022 request level—the second largest increase by value. It is also $940 million (6.1%) *below* the FY2022 *enacted* level—the second largest change in value and the largest decrease from the enacted level, due to the additional $1.64 billion provided for CBP in Title V of the FY2022 annual appropriations.

This breakdown also highlights the significant amount of DHS resources that flow through the DRF. Roughly a quarter of DHS's annual budget provides for the costs of major disasters, and most of those costs were incurred during past catastrophic disasters and the COVID-19 pandemic.

Staffing

The O&S appropriation for each component pays for most DHS staffing.[15] **Table 3** and **Table 4** analyze changes to DHS staffing, as illuminated by the budget request's information on positions and full-time equivalents (FTEs)[16] for each component. Appropriations legislation does not explicitly set these levels, so the information is drawn from the DHS budget justifications.

In **Table 3**, the first data column indicates the number of positions requested for each component in the FY2023 budget request. The next two columns show the difference between the FY2023 request and the FY2021 enacted level—expressed numerically, then as a percentage. The following columns show the same comparison with the number of positions provided for in the FY2022 request.[17] **Table 4** shows same analysis for FTEs.

Table 3. FY2023 DHS Positions Analysis

Component	Positions by Component in the FY2023 Request	Change from FY2021 Enacted	%	Change from FY2022 Request	%
CBP	65,621	2,012	3.16%	1,321	2.05%
TSA	60,652	1,051	1.76%	2,221	3.80%
USCG	52,817	1,632	3.19%	967	1.86%
USCIS	24,265	5,926	32.31%	1,721	7.63%
ICE	22,380	881	4.10%	715	3.30%
USSS	8,305	409	5.18%	200	2.47%
FEMA	6,019	628	11.65%	428	7.66%
DM	4,159	197	4.97%	101	2.49%
CISA	3,256	345	11.85%	286	9.63%
FLETC	1,115	6	0.54%	7	0.63%
IA&O	1,053	156	17.39%	151	16.74%
OSEM	1,003	241	31.63%	148	17.31%

[15] Two significant exceptions within DHS are U.S. Citizenship and Immigration Services (USCIS), which uses fee collections to pay for most of its personnel, and the Federal Protective Service—now part of the Management Directorate—which is funded wholly through offsetting collections for services provided.

[16] The term "full-time equivalents" or "FTEs" is a measure of work equal to 2,080 hours per year. This is distinct from positions, which is a measure of the number of employees on board or to be hired.

[17] This information is presented in the FY2023 *Budget in Brief* and congressional justifications, rather than in the FY2022 appropriations measure or explanatory statement.

Component	Positions by Component in the FY2023 Request	Change from FY2021 Enacted	%	Change from FY2022 Request	%
OIG	809	36	4.66%	0	0.00%
S&T	565	58	11.44%	35	6.60%
CWMD	269	-18	-6.27%	-40	-12.94%
Total Positions	**252,288**	**13,560**	**5.68%**	**8,261**	**3.39%**

Source: CRS analysis of the "Comparison of Budget Authority and Request" table in the DHS *Fiscal Year 2023 Congressional Justifications: Congressional Overview,* p. DHS-7.

Notes: Numbers preceded by a "-" are negative. FEMA = Federal Emergency Management Agency; CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; TSA = Transportation Security Administration; ICE = U.S. Immigration and Customs Enforcement; DM = Management Directorate; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; USCIS = U.S. Citizenship and Immigration Services; S&T = Science and Technology Directorate; CWMD = Countering Weapons of Mass Destruction Office; FLETC = Federal Law Enforcement Training Centers; IA&O = Intelligence, Analysis, and Operations; OSEM = Office of the Secretary and Executive Management; OIG = Office of Inspector General.

Table 4. FY2023 DHS Full-Time Equivalents (FTE) Analysis

Component	FTE by Component in the FY2023 Request	Change from FY2021 Enacted	%	Change from FY2022 Request	%
CBP	61,049	3,389	5.88%	2,574	4.22%
TSA	57,438	882	1.56%	2,269	3.95%
USCG	51,431	1,567	3.14%	1,054	2.05%
USCIS	21,903	3,227	17.28%	1,458	6.66%
ICE	21,710	623	2.95%	453	2.09%
USSS	8,163	367	4.71%	202	2.47%
FEMA	14,789	2,505	20.39%	1,407	9.51%
MD	3,886	148	3.96%	99	2.55%
CISA	2,758	393	16.62%	294	10.66%
FLETC	1,085	3	0.28%	4	0.37%
IA&O	949	96	11.25%	77	8.11%
OSEM	909	205	29.12%	146	16.06%
OIG	778	36	4.85%	18	2.31%
S&T	540	41	8.22%	29	5.37%
CWMD	252	-15	-5.62%	-27	-10.71%
Total FTE	**247,640**	**13,467**	**5.75%**	**10,057**	**4.06%**

Source: CRS analysis of the "Comparison of Budget Authority and Request" table in the DHS *Fiscal Year 2023 Congressional Justifications: Congressional Overview,* p. DHS-7.

Notes: Numbers preceded by a "-" are negative. FEMA = Federal Emergency Management Agency; CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; TSA = Transportation Security Administration; ICE = U.S. Immigration and Customs Enforcement; DM = Departmental Management Directorate; USSS = U.S.

Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; USCIS = U.S. Citizenship and Immigration Services; S&T = Science and Technology Directorate; CWMD = Countering Weapons of Mass Destruction Office; FLETC = Federal Law Enforcement Training Centers; IA&O = Intelligence, Analysis, and Operations; OSEM = Office of the Secretary and Executive Management; OIG = Office of Inspector General.

Overview of Selected Component-Level Changes

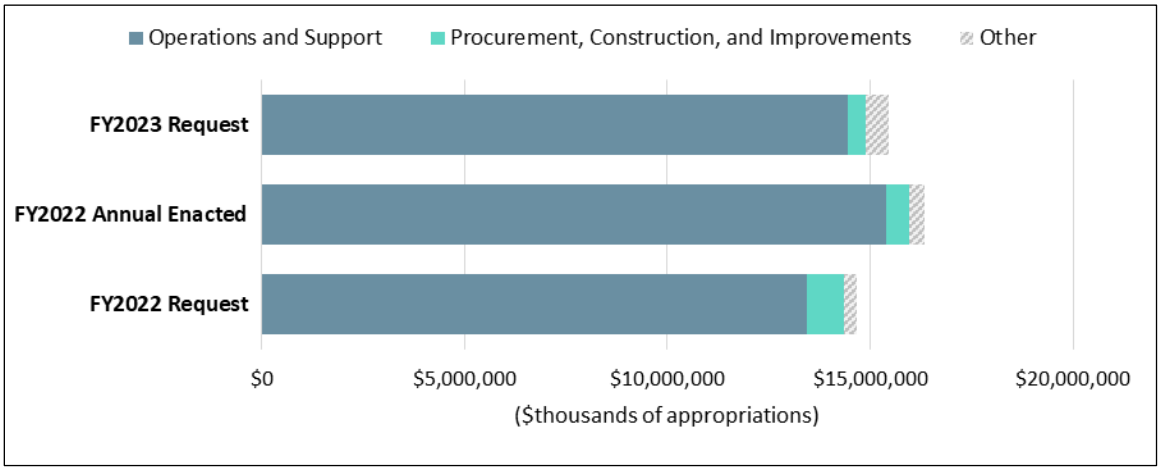
The following summaries of the budget requests for the selected DHS components are drawn from a survey of the DHS FY2023 *Budget in Brief* and the budget justifications for each component. Each summary begins with a graphic outlining the annual appropriations requested and enacted for the components in FY2022 and requested in FY2023, followed by observations on the contributing factors. The appropriations request amounts include all funding that would be provided through a positive action in the annual appropriations measure. These amounts do not include emergency funding, permanent indefinite discretionary spending, or most mandatory spending, such as programs paid for directly by collected fees that have appropriations in permanent law.

Each component's Operations and Support appropriation includes discretionary funding for pay. A 4.6% civilian and military pay increase has been proposed by the Administration for 2023. Descriptions of each such appropriation note the impact of these pay increases—as well as the annualization of the 2022 pay increase—to distinguish between such pay increases and other operational funding shifts.

Law Enforcement Operational Components (Title II)

U.S. Customs and Border Protection

Figure 3. CBP Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: "Other" appropriations include Colombia Free Trade Act collections appropriated to CBP and permanent indefinite discretionary spending for CBP services at facilities that pay user fees. As the projections for these amounts frequently differ between OMB and congressional sources, the analysis focuses on the Operations and Support and Procurement, Construction, and Improvements appropriations.

The Administration's $15.46 billion FY2023 annual appropriations request for CBP was $1.03 billion (6.3%) below the FY2022 enacted level, and $637 million (4.3%) above the level of appropriations originally requested for FY2022. The request included

- $940 million less than enacted in FY2022 for Operations and Support (O&S). As noted above, the enacted number for FY2022 was higher than usual due to additional annual CBP appropriations in Title V to make up fee revenue shortfalls ($650 million) and for border management requirements ($994 million). When those amounts are set aside, the CBP O&S appropriations request was $703 million higher than the FY2022 enacted level. The request included
  - $385 million to cover increased pay costs;[18]
  - a $95 million increase above the FY2022 requested level for 300 new Border Patrol Agents and their basic training;[19]
  - a $23 million increase for 300 Border Patrol Processing Coordinators, who would take over non-law enforcement duties currently performed by Border Patrol Agents;[20]
  - $110 million in funding for contracted medical services for those in CBP custody;
  - $70 million and 300 personnel to expand efforts to combat forced labor, including adding 151 Import Specialists and 50 CBP Officers; and
  - $29 million to establish an Office of the Chief Medical Officer within CBP.[21]
- $132 million (23.0%) less than was enacted in FY2022 for Procurement, Construction, and Improvements. The primary driver of this change from the FY2022 enacted level is a $194 million reduction in funding for Border Security Assets and Infrastructure. The impact of this reduction is unclear, given the funding previously provided for Land Port-of-Entry construction, as well as almost $330 million in increases above the request in the FY2022 DHS Appropriations Act. Most of the $80 million requested is for the Border Enforcement Coordination Network (a modernization of the existing Border Patrol Enforcement System IT network—$60 million) and initial operating capacity for a common operating picture system on the U.S.-Mexico border ($20 million).[22] The FY2023 request also included
  - a $58 million increase from the FY2022 enacted level for Integrated Operations Airframes and Sensors, mostly for the KA350-CER Multi-Role Enforcement Aircraft;[23] and
  - a net $52 million increase from the FY2022 enacted level for Construction and Facilities Improvements, mostly for Border Patrol Facilities ($60

[18] U.S. Department of Homeland Security, *U.S. Customs and Border Protection, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. CBP-OS-8. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[19] FY2023 *Budget in Brief*, p. 31.

[20] FY2023 *Budget in Brief*, p. 32.

[21] pp. CBP-O&S-49, 50.

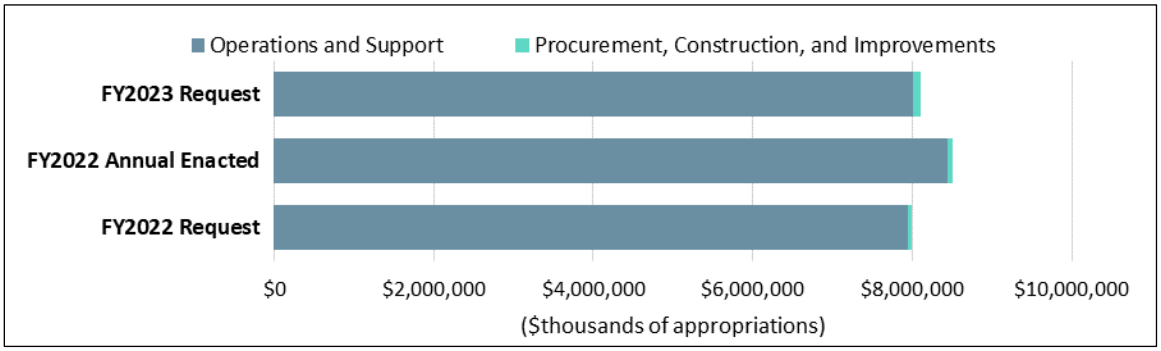
[22] p. CBP-PC&I-43.

[23] p. CBP-PC&I-76.

million) and facilities for Office of Professional Responsibility staff ($35 million).[24]

Immigration and Customs Enforcement (ICE)

Figure 4. ICE Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $8.01 billion FY2023 annual appropriations request for ICE was $398 million (4.7%) below the FY2022 enacted level, and $108 million (1.4%) above the level of appropriations originally requested for FY2022. The FY2023 request included

- $444 million (5.3%) less than enacted for Operations and Support (O&S)—although the enacted number for FY2022 was higher than usual due to additional annual ICE appropriations in Title V for non-detention border management requirements ($240 million). When that is set aside, the ICE Operations and Support appropriations request was $204 million (2.5%) lower than the FY2022 enacted level.
  - $167 million of the requested Operations and Support appropriations was for pay increases.[25]
  - The primary driver of the reduction in the O&S appropriation was a reduction of $542 million in detention bed funding, representing a reduction in support costs for 5,000 individuals in the average population of adult detainees (reducing that average to 25,000).[26]
  - The FY2023 request included a total of 693 new ICE positions, including
    - a total of 400 new positions to augment the Office of the Principal Legal Advisor and the Victim Assistance Program;
    - 75 new positions to support efforts to address staffing shortfalls;
    - 50 new positions for an ICE health services corps; and

[24] pp. CBP-PC&I-93, 104.

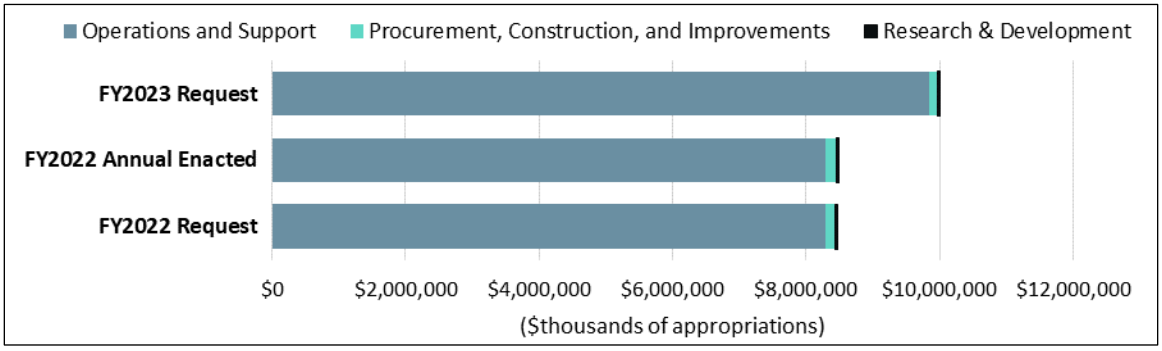
[25] U.S. Department of Homeland Security, *Immigration and Customs Enforcement, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. ICE-O&S-9. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[26] FY2023 *Budget in Brief*, p. 40.

    - 45 new positions to help management of cases on the non-detained docket.[27]
- $46 million (89.1%) more than enacted for Procurement, Construction, and Improvements.
    - The increase was largely driven by a $57 million increase in Construction and Facilities Improvements from the FY2022 enacted level, almost entirely to fund construction and major repairs and renovations to ICE facilities, including an administration building and new medical building in El Paso, TX ($25 million and $15 million, respectively).[28]
    - It also included $11 million for facilities expansion for the Office of the Principal Legal Advisor to support 69 new courtrooms for immigration cases.[29]

Transportation Security Administration (TSA)

Figure 5. TSA Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: Due to differences in calculations of offsetting fees between OMB and congressional sources, this figure presents gross discretionary appropriations.

The Administration's $10.01 billion FY2023 gross annual appropriations request for TSA was $1.52 billion (17.9%) above the FY2022 enacted level, and $1.54 billion (18.2%) above the level of annual appropriations originally requested for FY2022. The Administration includes a legislative proposal within their request that would dedicate the Passenger Security Fee collection to TSA. Currently, a portion of the fee goes to deficit reduction. The Administration indicates such a proposal would provide an additional $1.48 billion to offset TSA's operating costs in FY2023.[30] The request also included

- $1.45 billion (17.9%) more than was enacted in gross Operations and Support (O&S) appropriations in FY2022, largely due to $871 million for changes in TSA's personnel system.

[27] pp. ICE-O&S-9, 10.

[28] pp. ICE-PC&I-40, 41.

[29] p. ICE-PC&I-36.

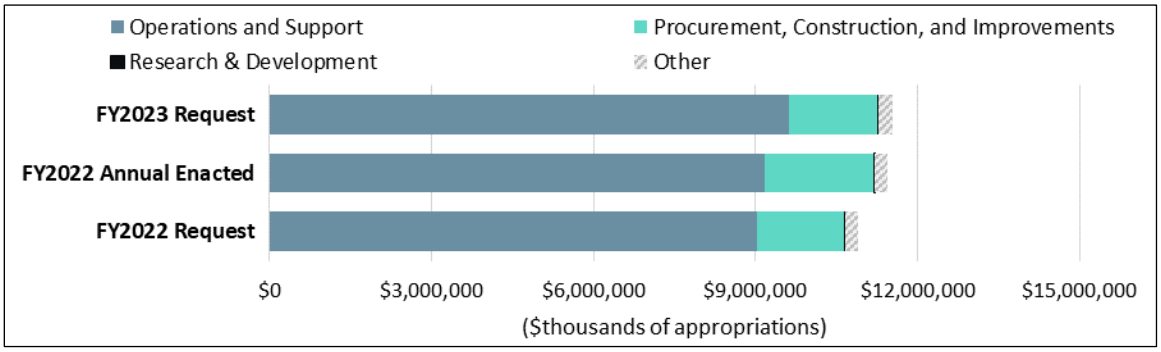
[30] Department of Homeland Security, *Transportation Security Administration, Fiscal Year 2023 Congressional*

- O&S cost increases within the gross appropriation included $237 million for paying increased pay costs.[31]
- The Administration also requested $121 million in costs associated with transitioning to a collective bargaining environment and the associated reforms.[32]

- $41 million (25.8%) less than the FY2022 enacted level for Procurement, Construction, and Improvements;[33]
  - This was $15 million (11.3%) less in discretionary appropriations than was requested for FY2022.
  - This proposed reduction was driven by a $16 million reduction in the checked baggage screening program, which reimburses airports for baggage system upgrades.[34]
- $2 million (5.6%) less than requested and enacted in FY2022 for Research and Development appropriations;
  - This change was due to a $2 million reduction in funding for the Innovation Task Force, which conducts demonstration, testing, and system development for screening functions.[35]

U.S. Coast Guard (USCG)

Figure 6. USCG Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: "Other" appropriations for the USCG include $253 million in permanent indefinite discretionary spending for Medicare-eligible military retiree health care, $4 million in offset resources from the USCG Housing Fund, and a $50 million appropriation for the USCG museum in the FY2022 Act.

Justification, March 28, 2022, p. TSA-APSF-3. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[31] p. TSA-O&S-8.

[32] FY2023 *Budget in Brief*, pp. 45, 46.

[33] In additional to discretionary appropriations, $250 million would continue to be provided in mandatory appropriations from the Aviation Security Capital Fund as it has since FY2004.

[34] pp. TSA-PC&I-30, 31.

[35] p. TSA-R&D-15.

The Administration's $11.93 billion FY2023 annual discretionary appropriations request for the USCG was $45 million (0.4%) above the FY2022 enacted level, and $627 million (5.7%) above the level of appropriations originally requested for FY2022. The request included

- $458 million (5.0%) more than was enacted in FY2022 for Operations and Support. The FY2023 request was also $559 million higher than the Administration-requested level for FY2022.
  - This includes $219 million for military and civilian pay increases, as well as increases to ensure parity in allowances with the Department of Defense.[36]
  - Of the $329 million in net program increases
    - $99 million was for follow-on costs for new assets;
    - $53 million was for workforce enhancements;
    - $48 million was for operations and strategy development to address issues in Oceania; and
    - $37 million was for cyber infrastructure and defense operations.[37]
- $375 million (18.5%) less than was enacted in FY2022 for Procurement, Construction, and Improvements. The Administration requested $16 million more than it did for FY2022.
  - Among USCG Vessel programs, which were $111 million above the FY2022 enacted level, the programs with the largest year-to-year shifts in investment were
    - National Security Cutter—$60 million (-$39 million from the enacted level, and +$18 million from the FY2022 request);
    - Offshore Patrol Cutter—$650 million (+$53 million from the FY2022 requested and enacted levels);
    - Fast Response Cutter—$16 million (-$134 million from the enacted level, and -$4 million from the FY2022 request); and
    - Polar Security Cutter—$167 million (+$87 million from the enacted level, and -$3 million from the FY2022 request).[38]
  - Among Aircraft programs, which were $266 million below the FY2022 enacted level, the programs with the largest reductions were
    - HC-130J—no request (-$148 million from the enacted level, and -$20 million from the FY2022 request); and
    - MH-60T—$111 million (-$90 million from the enacted level, and +8 million from the FY2022 request).[39]
  - Among USCG Other Acquisition Programs, which were $45 million (37%) below the FY2022 enacted level, the largest reductions were

[36] Department of Homeland Security, *U.S. Coast Guard, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. USCG-O&S-8. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[37] pp. USCG-O&S-10, 11.

[38] p. USCG-PC&I-12.

[39] p. USCG-PC&I-55.

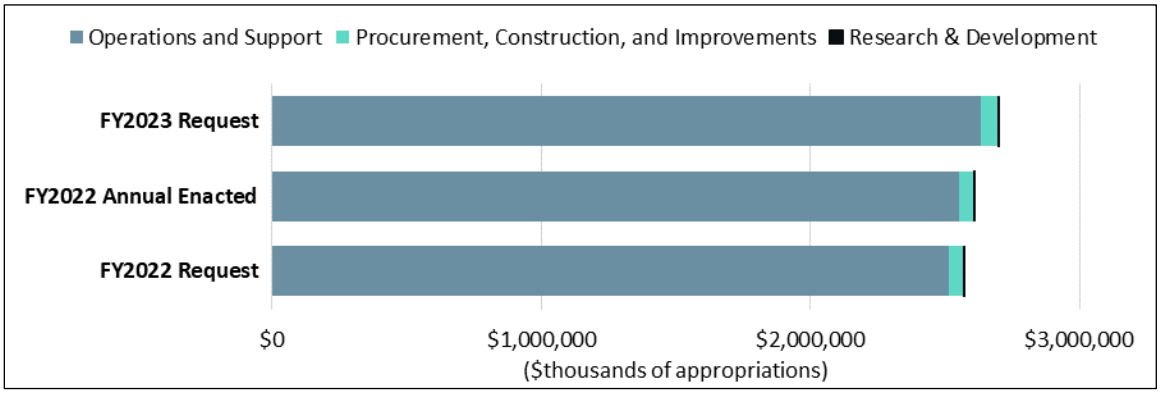
- Cyber and Enterprise Mission Platform—$25 million (-$22 million from the enacted level and +$3 million from the FY2022 request);
- CG-Logistics Information Management System—$15 million (-$11 million from the FY2022 requested and enacted levels); and
- C4ISR—$14 million (-$8 million from the enacted level and -$4 million from the FY2022 request).[40]

  - The USCG Shore Facilities and Aids to Navigation activity would receive $179 million (-$175 million from the enacted level and -$100 million from the FY2022 request).[41]

- The Administration requested level funding in FY2023 for Research and Development compared to the FY2022 requested and enacted levels.[42]

U.S. Secret Service (USSS)

Figure 7. USSS Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $2.70 billion FY2023 annual discretionary appropriations request for the USSS was $92 million (3.5%) above the FY2022 enacted level, and $132 million (5.1%) above the level of appropriations originally requested for FY2022. The request included

- $79 million (3.1%) more than was enacted in FY2022 for Operations and Support. The FY2023 request was also $119 million (4.7%) higher than the Administration-requested level for FY2022.
  - This included $69 million for increased pay costs for FY2023.
  - Increases for the 2024 Presidential campaign ($34 million) and staffing growth under the Human Capital Strategic Plan ($42 million) were partially offset by reduced funding from FY2022 requested levels for the FY2021

[40] p. USCG-PC&I-80.

[41] p. USCG-PC&I-100.

[42] p. USCG-R&D-6.

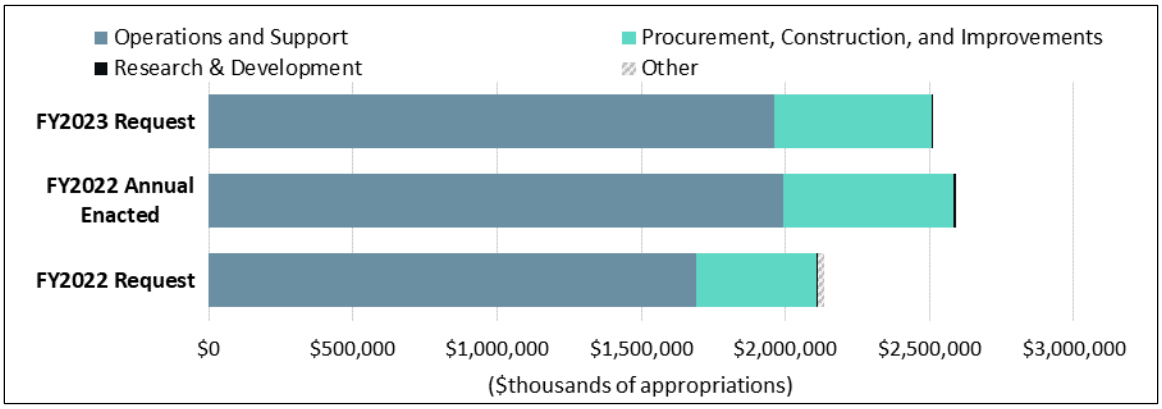
Post-Presidential Transition activity (-$20 million) and for protective countermeasures capabilities (-$13 million).[43]

- $11 million (20.1%) more than was requested or enacted in FY2022 for Procurement, Construction, and Improvements, driven by an $11 million increase in protection infrastructure.[44] Increases in funding for next-generation fully armored vehicles and physical protective structures for the White House were partially offset by reductions in funding for other armored vehicles and an enhanced White House camera system.[45]
- $2 million (74.2%) more than was requested or enacted in FY2022 for Research and Development. The proposed increase was for protective systems and weapons testing.[46]

Incident Response and Recovery Operational Components (Title III)

Cybersecurity and Infrastructure Security Agency (CISA)

Figure 8. CISA Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: "Other" appropriations shown for the FY2022 request are for the Cybersecurity Response and Recovery Fund, which was funded at the requested level of $20 million not only for FY2022, but advance appropriations of $20 million each year from FY2023-FY2026 in P.L. 117-58, Division J. Those appropriations, as they are supplemental, do not appear in this analysis.

[43] Department of Homeland Security, *U.S. Secret Service, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. USSS-O&S-8. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[44] p. USSS-PC&I-8.

[45] p. USSS-PC&I-15.

[46] p. USSS-R&D-8.

The Administration's $2.51 billion FY2023 annual appropriations request for CISA was $83 million (3.2%) below the FY2022 enacted level, and $377 million (17.7%) above the level of appropriations originally requested for FY2022. The request included

- $31 million (1.6%) less than was enacted in FY2022 for Operations and Support. However, the request was $377 million (17.7%) higher than the Administration requested for FY2022.
  - $21 million was added for the costs of pay increases;[47]
  - Both Mission Support (+$64 million) and Cybersecurity (+$13 million) functions were requested above the FY2022 enacted level—however, reductions in the other programs, projects, and activities, led by Risk Management Operations ($44 million) and Regional Operations ($15 million) resulted in a slight net reduction from the enacted level overall.[48]
- $46 million (7.7%) less than was enacted in FY2022 for Procurement, Construction, and Improvements, largely driven by a $57 million decrease from the enacted level for emergency communications.[49] The Administration requested the same level ($61 million) that it did in FY2022.
- $7 million (62.3%) less than was enacted in FY2022 for Research and Development—slightly more than half of the proposed $4 million funding would go to the Technology Development and Deployment Program, which develops projects that strengthen the security and resilience of federal infrastructure, and, when applicable, other critical infrastructure.[50] The Administration requested the same level that it did in FY2022.

[47] Department of Homeland Security, *Cybersecurity and Infrastructure Security Agency, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. CISA-O&S-9. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

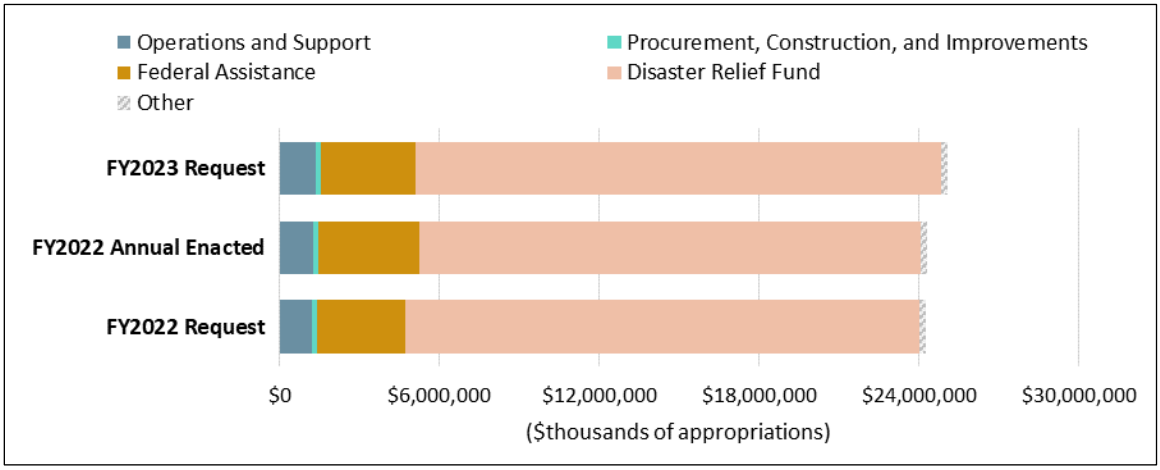
[48] p. CISA-O&S-5.

[49] p. CISA-PC&I-4.

[50] p. CISA-R&D-19.

Federal Emergency Management Agency (FEMA)

Figure 9. FEMA Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: "Other" appropriations for FEMA include $34 million in offset funding for the Radiological Emergency Preparedness Program and roughly $215 million for National Flood Insurance Program funding offset from National Flood Insurance Fund collections.

The Administration's $25.06 billion FY2023 annual discretionary appropriations request for FEMA was $775 million (3.2%) above the FY2022 enacted level, and $794 million (3.3%) above the level of annual appropriations originally requested for FY2022. The primary driver of this increase was a $941 million increase from the FY2022 enacted level for the costs of major disasters in the Disaster Relief Fund. If this is set aside, the request was a $166 million (3.1%) decrease from the FY2022 enacted level and a $147 million (2.7%) decrease from the FY2022 request. The request included

- $132 million (10.6%) more than was enacted in FY2022 for Operations and Support. The FY2023 request was also $146 million higher than the Administration-requested level for FY2022.
  - $21 million was added for the costs of pay increases;[51]
  - $13 million was due to the transfer of DHS continuity of government operations into FEMA from IA&O.[52]
  - Increases from the FY2022 request included $11 million to recompete the leases for the Region III and Region IX regional offices[53] and $10 million for the Integrated Public Alert and Warning system.[54]

[51] Department of Homeland Security, *Federal Emergency Management Agency, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. FEMA-O&S-8. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[52] pp. FEMA-O&S-11, 12.

[53] p. FEMA-O&S-50.

[54] pp. FEMA-O&S-37, 38.

- $20 million (9.4%) less than was enacted in FY2022 for Procurement, Construction, and Improvements. The Administration requested $2 million (1.1%) more than it did for FY2022.
  - Reductions were largely driven by a reduction in the requested funds for FEMA headquarters (-$55 million), Integrated Public Alert Warning System (IPAWS) acquisition (-$6 million), and the National Continuity Program Strategic Partner Program (-$6 million).
  - These were balanced by increases from the FY2022 request for enterprise data and analytics modernization (+$28 million), improvements to Mt. Weather facilities (+$19 million), and information technology acquisition programs (+$14 million).[55]
- $256 million (6.8%) less than was enacted in FY2022 for Federal Assistance. The Administration requested $228 million (6.9%) more than it did for FY2022.
  - The Administration proposed increases above their FY2022 requested level for a variety of preparedness grant programs, including the State Homeland Security Grant Program (+$21.5 million), the Urban Area Security Initiative (+$21.5 million), and the Flood Hazard Mapping and Risk Analysis Program (+$75 million).
  - However, in the case of SHSGP and UASI, the requests were each $29 million lower than the FY2022 enacted level, in part due to an increase of $25 million above the FY2022 enacted level for each program's share of the Nonprofit Security Grant Program. This was balanced by a $77 million reduction in cybersecurity grant funding split between the two programs, made possible (in the Administration's view) by cyber grant funding in the Infrastructure Investment and Jobs Act (P.L. 117-58).[56]
  - In addition, the Administration proposed eliminating $12 million in funding for the High Risk Dam Safety program, noting dam safety received significant resources in P.L. 117-58 as well.[57]
- As noted above, $941 million more than was enacted in annual appropriations for the DRF for FY2022, and $441 million more than requested for FY2022.
  - The DRF request constituted 78.8% of the FY2023 gross discretionary budget request for FEMA, and 23.7% of the entire FY2023 gross discretionary budget request for DHS.
  - The entire amount requested was for the portion of the DRF that pays costs associated with major disasters, including
    - $8.73 billion for costs associated with the COVID-19 pandemic response;
    - $3.56 billion for costs associated with hurricanes Harvey, Irma, and Maria;
    - $1.71 billion for the costs of past catastrophic disasters (those that cost the DRF more than $500 million); and

[55] p. FEMA-PC&I-8.

[56] p. FEMA-FA-20.

[57] p. FEMA-FA-20.

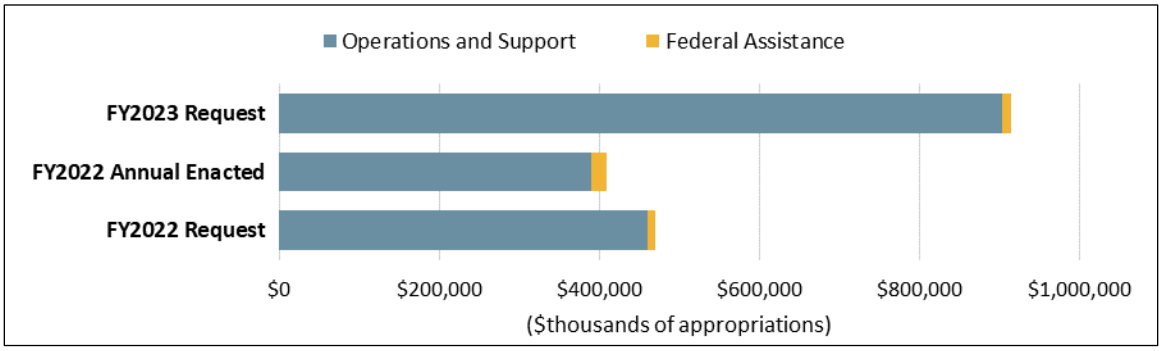
- $2.54 billion for the projected costs of noncatastrophic major disasters (those that will cost the DRF less than $500 million).[58]

- It also included a $2 billion reserve for initial response operations for new "significant events," and a $1 billion set aside for pre-disaster mitigation through the Building Resilient Infrastructure and Communities (BRIC) grant program.[59]
- The portion of the DRF that pays the costs of Stafford Act programs not directly associated with specific major disaster declarations is known as the "DRF base." For the second fiscal year in a row, those costs (projected at $725 million for FY2023) would be paid for from unobligated balances of appropriations provided to the base early in the COVID-19 pandemic.[60]

Support Components (Title IV)

U.S. Citizenship and Immigration Services (USCIS)

Figure 10. USCIS Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $914 million FY2023 annual discretionary appropriations request for USCIS was $504 million (123.1%) above the FY2022 enacted level, and $444 million (94.6%) above the level of annual appropriations originally requested for FY2022. The request included

- $904 million for USCIS Operations and Support, $514 million (132.0%) more than was enacted in FY2022 annual appropriations. The FY2023 request was also $444 million (96.7%) higher than the Administration requested for FY2022.
  - $11 million was added for the costs of pay increases;

[58] Federal Emergency Management Agency, *Disaster Relief Fund: Fiscal Year 2023 Funding Requirements*, April 6, 2022, p. 6.

[59] The BRIC program is funded by a statutorily-mandated set aside from the DRF equal to 6% of the "estimated aggregate amount" of certain Stafford Act major disaster grants associated with each major disaster declaration. For more details on the BRIC program, see CRS Report R46989, *FEMA Hazard Mitigation: A First Step Toward Climate Adaptation*, by Diane P. Horn.

[60] Federal Emergency Management Agency, *Disaster Relief Fund: Fiscal Year 2023 Funding Requirements*, April 6, 2022, p. 9.

- $375 million was added above the FY2022 request level for asylum adjudications, and $52 million for refugee processing.[61]

- $10 million for the USCIS Federal Assistance in FY2023, which goes to Citizenship and Integration Grants. This represented $10 million less than enacted in FY2022 annual appropriations, but no change from the FY2022 requested level.

Why the Shift?

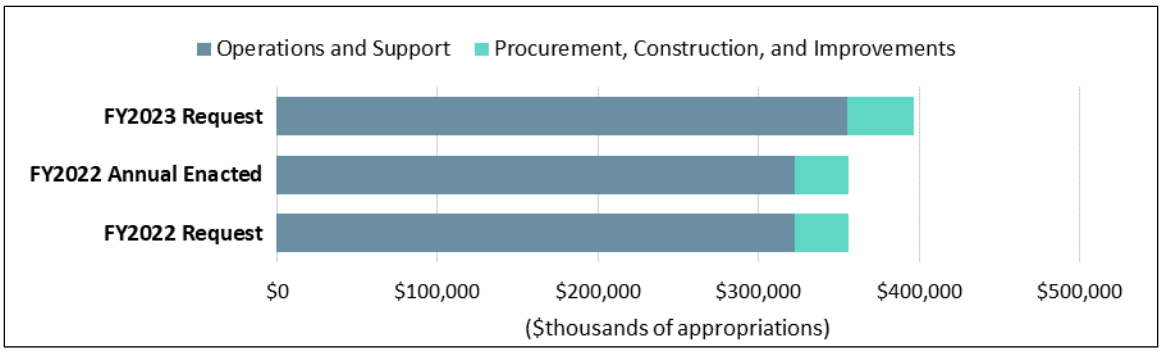
The FY2023 budget request continued a shift in the balance of resources from the historical pattern of USCIS funding. From FY2016-FY2021, USCIS received roughly 97% of its budget from mandatory spending, which was also in line with the general trend of prior years. Most discretionary appropriations were provided specifically for the E-Verify program. However, immigration policies of the Trump Administration and the response to the COVID-19 pandemic resulted in significant reductions in USCIS fee collections, and discussions of potential staff furloughs as a result.

The Biden Administration's FY2022 budget request proposed $345 million in Operations and Support appropriations to support application processing, anticipating 91% of the USCIS budget coming from mandatory spending of fee revenues. That percentage appears likely lower in FY2022 as a total of $468 million in annual and supplemental appropriations were provided for application processing, $123 million more than originally requested.

The FY2023 request continued that trend, with the share funded through mandatory spending falling to less than 80%, due to a combination of depressed fee revenues and increased appropriations to compensate for them and address processing backlogs.

Federal Law Enforcement Training Centers (FLETC)

Figure 11. FLETC Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $397 million FY2023 annual discretionary appropriations request for FLETC was $41 million (11.5%) above the FY2022 enacted level, and $41 million (11.5%) above the level of appropriations originally requested for FY2022. FLETC also anticipated

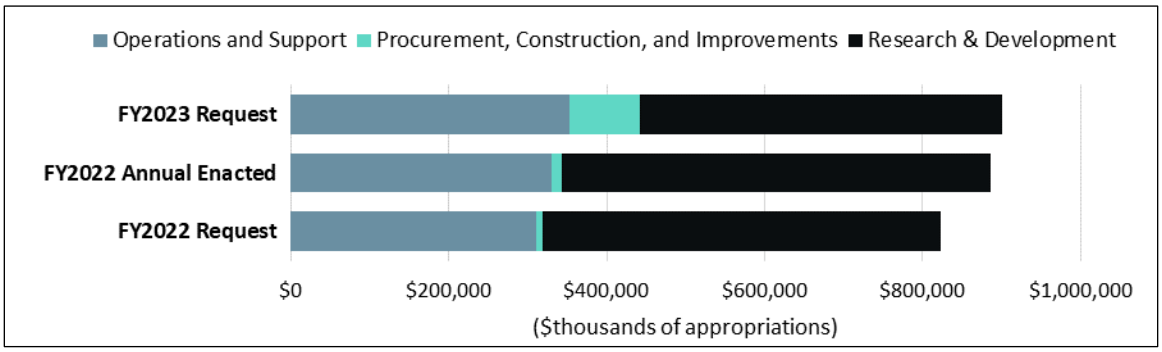
[61] Department of Homeland Security, *U.S. Citizenship and Immigration Services, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. CIS-O&S-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023.

receiving $232 million in reimbursements for training and facilities use from those it serves.[62] The request included

- $33 million (10.2%) more than requested or enacted in FY2022 for Operations and Support.
  - $11 million was added for the costs of pay increases;[63]
  - The requested increase was also driven by additional funding above the FY2022 request for cybersecurity enhancements ($15 million), and basic training requirements for 575 additional students ($5 million).[64]
- $8 million (24.4%) more than requested or enacted in FY2022 for Procurement, Construction, and Improvements. The $41 million request includes resources for several projects:
  - $20 million for a strength and conditioning complex at Glynco, GA;
  - $11 million for repair and replacement of stormwater infrastructure at the Cheltenham, MD, facility;
  - $7 million for a new recycling center at Glynco, GA; and
  - $3 million for repairing and replacing existing diesel generators with natural gas generators at Glynco, GA.[65]

Science and Technology Directorate (S&T)

Figure 12. S&T Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $901 million FY2023 annual discretionary appropriations request for S&T was $15 million (1.7%) above the FY2022 enacted level, and $78 million (9.5%) above the level of appropriations originally requested for FY2022. The request included

[62] Department of Homeland Security, *Federal Law Enforcement Training Centers, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. FLETC-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[63] p. FLETC-O&S-6.

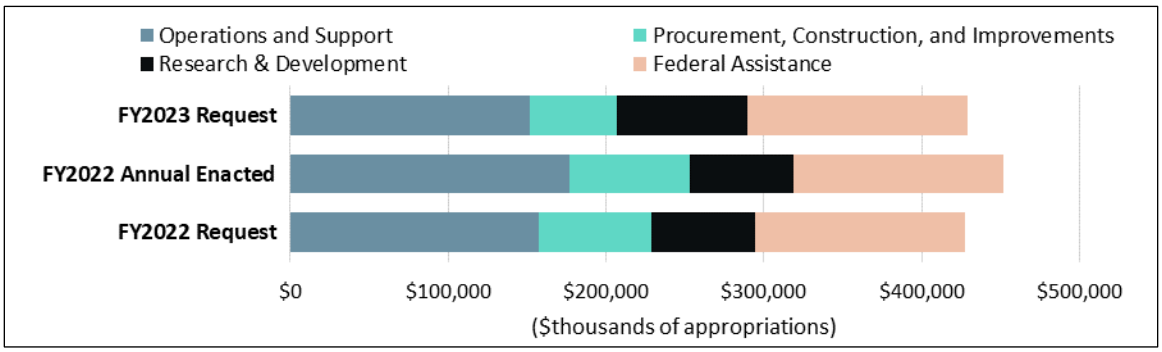
[64] pp. FLETC-O&S-11, 14-16.

[65] p. FLETC-PCI-8.

- $23 million (6.8%) more than was enacted in FY2022 for Operations and Support. The FY2023 request was also $43 million (13.7%) higher than the Administration requested for FY2022.
  - $4 million was added for the costs of pay increases.[66]
  - Requested program increases for the Acquisition and Operations Analysis activity above the FY2022 level bring that activity's requested funding level within $1 million of the FY2022 annual appropriation, while the FY2023 request for mission support programs is $18 million above the FY2022 requested and enacted levels.[67]
- $77 million (595.7%) more than was enacted in FY2022 for Procurement, Construction, and Improvements, largely driven by $36 million in increases above the FY2022 request for critical repair and replacement requirements, and $40 million for the design and construction of the Detection Sciences Testing and Applied Research Facility in Atlantic City, NJ.[68] The Administration requested $81 million more than it did for FY2022.
- The Administration requested $84 million (15.5%) less than was enacted in FY2022 for Research and Development, largely driven by reductions from the FY2022 request level in border security research ($28 million, or 25.2%) and chemical, biological and explosive defense ($11 million, or 31.8%).[69] The Administration requested $45 million (8.9%) less than it did in FY2022.

Countering Weapons of Mass Destruction Office (CWMD)

Figure 13. CWMD Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

[66] Department of Homeland Security, *Science and Technology Directorate, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. S&T-O&S-7. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[67] p. S&T-O&S-3

[68] p. S&T-PC&I-8.

[69] p. S&T-R&D-8.

The Administration's $429 million discretionary appropriations request for the USCG was $23 million (5.1%) below the FY2022 enacted level, and $2 million (0.4%) above the level of appropriations originally requested for FY2022. The request included

- $25 million (14.0%) less than was enacted in FY2022 for Operations and Support. The FY2023 request was also $5 million (3.3%) less than the Administration requested for FY2022.
  - $3 million was added for the costs of pay increases.[70]
  - The primary driver for the proposed reduction was the transfer of Chief Medical Officer personnel from CWMD to the new Office of Health Security and Resilience in the Office of the Secretary, which would result in a $22 million reduction.[71]
- $21 million (27.8%) less than was enacted in FY2022 for Procurement, Construction, and Improvements, largely driven by a $12 million (33%) reduction in funding from the FY2022 request for radiation portal monitors, and a $7 million reduction in funding for radioactive material detection on freight rail. The Administration requested $16 million (22.8%) less than it did for FY2022.
- $17 million (25.6%) more than was requested or enacted in annual appropriations for FY2022 for Research and Development, largely driven by a $15 million increase above the FY2022 request for detection capability deployment.[72]
- $6 million (4.7%) more than was requested or enacted in annual appropriations for FY2022 for Federal Assistance, largely driven by a $5 million increase above the FY2022 request for the Securing the Cities Program.[73]

[70] Department of Homeland Security, *Countering Weapons of Mass Destruction, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. CWMD-O&S-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[71] p. CWMD-O&S-8.

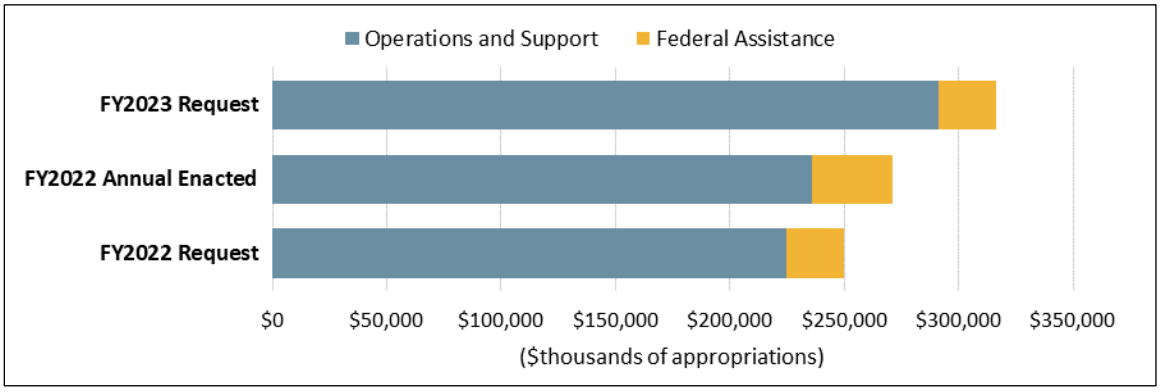
[72] p. CWMD-R&D-3.

[73] p. CWMD-FA-3.

Headquarters Components (Title I)

Office of the Secretary and Executive Management (OSEM)

Figure 14. OSEM Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: The FY2022 appropriations measures and FY2022 *Budget-in-Brief* structured the Administration's request differently. This analysis uses the structure of the appropriations measures, as did the FY2023 *Budget-in-Brief*.

The Administration's $316 million appropriations request for Operations and Support under the OSEM was $45 million (16.6%) above the FY2022 enacted level, and $66 million (26.6%) above the level of appropriations originally requested for FY2022. The request included

- An additional $8 million for pay and staffing costs;[74]
- A $29 million transfer into OSEM of the Office of Health Security and Resilience from the Office of Countering Weapons of Mass Destruction and the Office of the Chief Human Capital Officer (under Departmental Management);[75]
- $20 million for the Family Reunification Task Force, chaired by the Secretary, which has a mission of identifying and reuniting families separated by border policies, and developing recommendations to prevent recurrence of such incidents (unless needed for the well-being of the child under law);[76] and
- $4 million for Countering Unmanned Aerial Systems activities, under the Office of Strategy, Policy, and Plans.[77]

The Administration's $25 million request for Federal Assistance under the OSEM was $10 million (28.6%) below the FY2022 enacted level, and equal to the level of appropriations originally requested for FY2022—although the original request was made in FEMA's Federal

[74] U.S. Department of Homeland Security, *Office of the Secretary and Executive Management, Fiscal Year 2022 Congressional Justification*, March 28, 2022, p. OSEM-O&S-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[75] U.S. Department of Homeland Security, FY2023 *Budget in Brief*, March 28, 2022, p. 16, https://www.dhs.gov/publication/fy-2023-budget-brief.

[76] FY2023 *Budget in Brief*, pp. 16-17.

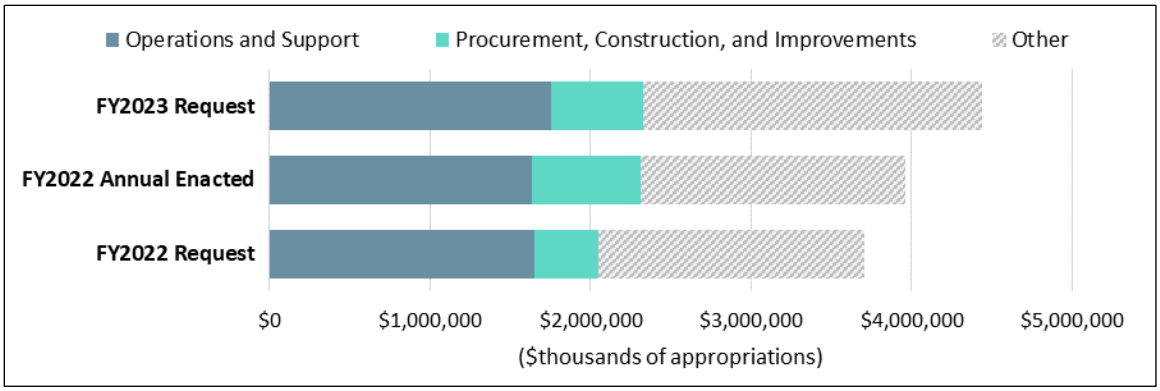
[77] p. OSEM-11.

Assistance appropriation. The request included the same distribution of funds between the programs:

- $20 million for targeted violence and terrorism prevention grants; and
- $5 million for an Alternatives to Detention Case Management pilot program—this initiative received $15 million in annual FY2022 appropriations.

Departmental Management Directorate (DM)

Figure 15. DM Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

Notes: $180 million in reappropriations to DM in Title V of the FY2022 appropriations act are included in Procurement, Construction, and Improvements; patterned fill reflects the request for the Federal Protective Service, which is paid for by offsetting fee collections.

The Administration's $4.44 billion FY2023 gross annual appropriations request for the Management Directorate was $527 million (13.5%) above the FY2022 enacted level, and $736 million (19.9%) above the level of appropriations originally requested for FY2022. The primary driver of this change was a $461 million increase for the Federal Protective Service, part of an overall budget of $2.1 billion which would be offset by fee collections, as in prior years.

The request also included

- $116 million (7.1%) more than was enacted in FY2022 for the Operations and Support (O&S) appropriation, $23 million of which was for increased operational costs for the Homeland Advanced Recognition Technology program—DHS's new biometric identity management system.[78] Other changes to the Management Directorate O&S appropriations from the FY2022 requested level included
  - a $16 million increase to cover increased pay costs;[79]
  - a net $31 million increase for the Chief Security Officer, including a $13 million increase for insider threat infrastructure, a $10 million increase for

[78] U.S. Department of Homeland Security, *Management Directorate, Fiscal Year 2022 Congressional Justification*, March 28, 2022, p. MGMT-O&S-38. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

[79] p. MGMT-O&S-16.

Trusted Workforce 2.0 program, and a $6 million increase for protection and threat mitigation for the Secretary and Deputy Secretary;
  - $76 million to support purchase of electric vehicles as a part of fleet modernization at DHS—this is the same level as in the FY2022 request[80] (the FY2022 act included $32 million for this program);[81]
  - $10 million for a new morale improvement initiative;[82]
  - $8 million to address cybersecurity capability gaps;[83] and
  - $42 million in transfers of the Cyber Reserve from OCIO to the components ($35 million), and workforce health and safety elements from the Chief Human Capital Officer to OSEM ($7 million).[84]
- $99 million (14.8%) less than was enacted in FY2022 for the Procurement, Construction, and Improvement appropriation, for a total request of $572 million. The request included
  - $200 million for investments in consolidating DHS headquarters facilities within the National Capital Region. This included
    - $56 million for new facilities on the St. Elizabeths West Campus: $12 million for the remaining requirements for the Intelligence and Analysis headquarters (Building 2) and $44 million for tenant buildout of ICE headquarters and CBP's presence in Building 3;[85]
    - $119 million for consolidation of remaining headquarters and support offices[86] at the GSA Federal Building (7th and D St. SW);[87]
    - $25 million to continue to reconfigure the Ronald Reagan Building to accommodate the elements of CBP headquarters not moving to St. Elizabeths West Campus;[88] and
    - $3 million for improvements at the Mount Weather Emergency Operations Center.[89]
  - $140 million for a Joint Processing Center on the Southwest border[90]—two such facilities already received funding in both Title I and Title V of the FY2022 DHS Appropriations Act;[91]

[80] p. MGMT-O&S-87.

[81] *Congressional Record*, vol. 168, part 42 (March 9, 2022), Book III, p. H2397.

[82] pp. MGMT-O&S-24, 25.

[83] p. MGMT-O&S-32.

[84] p. MGMT-O&S-23.

[85] p. MGMT-PC&I-14. The request assumed full funding of the FY2022 construction request for St. Elizabeths, which was provided.

[86] Department Management, the Science and Technology Directorate, Office of Biometric Identity Management, and Federal Protective Service headquarters elements.

[87] p. MGMT-PC&I-21.

[88] p. MGMT-PC&I-23.

[89] p. MGMT-PC&I-24.

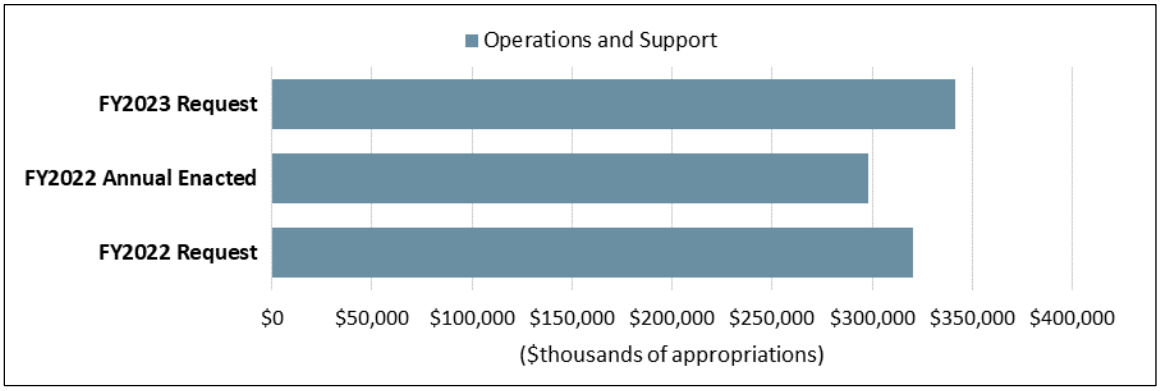
[90] FY2023 *Budget in Brief*, p. 15.

[91] The FY2022 annual enacted level in the figure and in the analysis does not include $49.5 million in emergency funding reappropriated for joint processing center construction.

- $50 million to support department resilience and sustainability associated with climate change;[92] and
- $114 million for financial systems modernization.[93]

Intelligence, Analysis and Operations (IA&O)

Figure 16. IA&O Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $341 million FY2023 annual discretionary appropriations request for IA&O was $43 million (14.4%) above the FY2022 enacted level, and $21 million (6.4%) above the FY2022 requested level for annual appropriations. Most of the details of the IA&O budget are classified.

- The request included a $6 million increase to cover increased pay costs.
- In addition, several program transfers were noted in the request, resulting in a net reduction of $21 million in the IA&O O&S appropriation:
  - Continuity program elements were transferred to FEMA;
  - Cybersecurity and insider threat program elements were transferred to Departmental Management; and
  - the Secretary's briefing staff and a Terrorist Screening Deputy were transferred to the Office of the Secretary.[94]

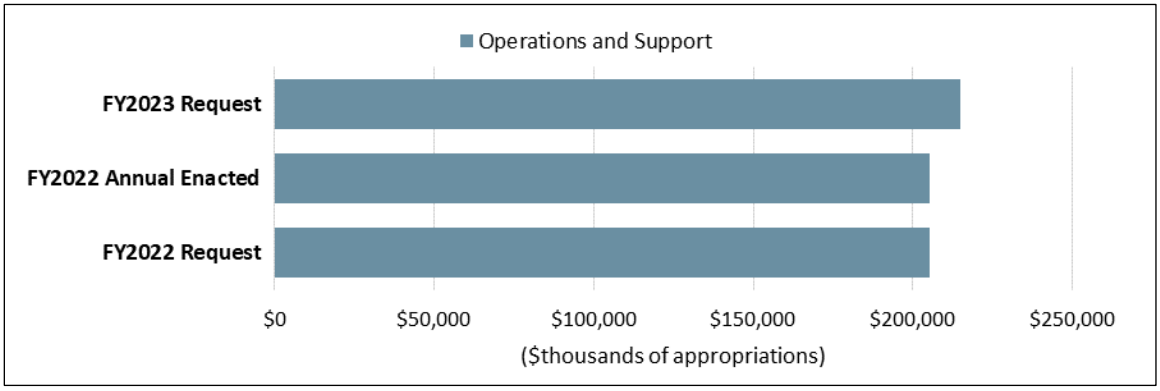
[92] p. MGMT-PC&I-28.

[93] FY2023 *Budget in Brief*, p. 15.

[94] U.S. Department of Homeland Security, *Intelligence, Analysis, and Operations, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. A&O-O&S-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023. Future references to this document are by page number.

Office of Inspector General (OIG)

Figure 17. OIG Requested and Enacted Annual Appropriations by Type, FY2022-FY2023



Source: CRS analysis of the FY2023 DHS *Budget in Brief* and the explanatory statement accompanying the Consolidated Appropriations Act, 2022.

The Administration's $215 million FY2023 annual discretionary appropriations request for the OIG was $10 million above the requested and enacted levels of FY2022 annual appropriations (4.6%). The request included

- $6 million in additional funding to cover increased pay costs.
- $4 million to annualize audit and investigation enhancements, and forensics and data analytics upgrades.
- The budget justification notes that the OIG submitted a funding request of $222 million, noting that the Administration's request supports the cost of living adjustments for the OIG, but not $9 million in program growth, which included
  - $2.5 million for information technology audits;
  - $1 million for pandemic-related investigations;
  - $1.3 million for border and immigration investigations;
  - $2.9 million to support IT modernization within their core IT systems; and
  - $1.2 million for relocation and/or reconfiguration of three field offices.[95]
  - The justification does not make note of additional funds available from the recent infrastructure act (P.L. 117-58, Div. J), which makes available to the OIG 0.25% of appropriations provided to DHS each year by that act (funding additional oversight for FY2022-FY2026).[96]

[95] U.S. Department of Homeland Security, *Office of Inspector General, Fiscal Year 2023 Congressional Justification*, March 28, 2022, p. OIG-O&S-4. Available at https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2023.

[96] P.L. 117-58, Div. J, Section 501.

Appendix. Glossary of Abbreviations

CAS	Common Appropriations Structure
CBO	Congressional Budget Office
CBP	U.S. Customs and Border Protection
CISA	Cybersecurity and Infrastructure Security Agency
CWMD	Countering Weapons of Mass Destruction Office
DHS	U.S. Department of Homeland Security
DM	Departmental Management Directorate
DRF	Disaster Relief Fund
FA	Federal Assistance
FEMA	Federal Emergency Management Agency
FLETC	Federal Law Enforcement Training Centers
FPS	Federal Protective Service
FTE	Full-time Equivalents
FY	Fiscal Year
IA&O	Intelligence Analysis and Operations Support
ICE	U.S. Immigration and Customs Enforcement
OBIM	Office of Biometric Identity Management
OIG	Office of Inspector General
OMB	Office of Management and Budget
OSEM	Office of the Secretary and Executive Management
O&S	Operations and Support
PC&I	Procurement, Construction, and Improvements
R&D	Research and Development
S&T	Science and Technology Directorate
TSA	Transportation Security Administration
USCG	U.S. Coast Guard
USCIS	U.S. Citizenship and Immigration Services
USSS	U.S. Secret Service

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