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Comparing DHS Component Funding, FY2019: In Brief

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Generally, the homeland security appropriations bill includes all annual appropriations for the Department of Homeland Security (DHS), providing resources to every departmental component.¹ This report reviews the budget authority provided to DHS for FY2018,² requested by the Trump Administration for FY2019, as well as the funding levels proposed in Senate and House Appropriations Committee-reported legislation for FY2019 and enacted in P.L. 116-6, which included the FY2019 DHS Appropriations Act as Division A. It also includes information on DHS funding from two enacted supplemental appropriations measures: P.L. 116-20, a disaster relief supplemental, and P.L. 116-26, a supplemental appropriations bill funding humanitarian and security operations at the U.S.-Mexico border. The report examines net discretionary annual appropriations for DHS—a perspective on the net impact of legislation funding DHS on congressionally tracked budget totals—and also provides a more inclusive look at the resources available to DHS components to perform their missions.

DHS Net Discretionary Annual Appropriations

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

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

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

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

² P.L. 115-31, Division F.

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

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

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

(thousands of dollars)

Component		FY2019		FY2019		FY2019	
		Senate Committee- Reported S. 3109		House Committee- Reported H.R. 6776		Enacted P.L. 116-6	
Baseline	Baseline Value	\$ change v. baseline	% change v. baseline	\$ change v. baseline	% change v. baseline	\$ change v. baseline	% change v. baseline
Customs and Border Protection		14,256,394		17,776,257		14,959,548	
FY2019 Request	14,225,132	31,262	0.2%	3,551,125	25.0%	734,416	5.2%
FY2018 Enacted	14,017,522	238,872	1.7%	3,758,735	26.8%	942,026	6.7%
U.S. Coast Guard		10,194,567		9,282,857		10,276,077	
FY2019 Request	9,698,357	496,210	5.1%	-415,500	-4.3%	577,720	6.0%
FY2018 Enacted	10,268,607	-74,040	-0.7%	-985,750	-9.6%	7,470	0.1%
Immigration and Customs Enforcement		7,210,273		7,403,510		7,587,712	
FY2019 Request	8,817,130	-1,081,257	-13.0%	-888,020	-10.7%	-703,818	-8.5%
FY2018 Enacted	7,075,874	134,399	1.9%	327,636	4.6%	511,838	7.2%
Federal Emergency Management Agency		4,812,461		5,118,808		4,892,633	
FY2019 Request	4,368,699	443,762	10.2%	750,109	17.2%	523,934	12.0%
FY2018 Enacted	4,984,039	-171,578	-3.4%	134,769	2.7%	-91,406	-1.8%
Transportation Security Agency		4,842,678		4,648,161		4,930,462	
FY2019 Request	4,046,173	796,505	19.7%	601,988	14.9%	884,289	21.9%
FY2018 Enacted	4,925,355	-82,677	-1.7%	-277,194	-5.6%	5,107	0.1%
U.S. Secret Service		2,179,715		2,167,186		2,248,159	
FY2019 Request	2,151,624	28,091	1.3%	15,562	0.7%	96,535	4.5%
FY2018 Enacted	2,006,524	173,191	8.6%	160,662	8.0%	241,635	12.0%
Cybersecurity and Infrastructure Security Agency^a		1,949,622		1,934,562		1,681,757	
FY2019 Request	1,821,151	128,471	7.1%	113,411	6.2%	-139,394	-7.7%
FY2018 Enacted	1,911,402	38,220	2.0%	23,160	1.2%	-229,645	-12.0%

Component	FY2019 Senate Committee- Reported S. 3109		FY2019 House Committee- Reported H.R. 6776		FY2019 Enacted P.L. 116-6		
	Baseline Value	\$ change v. baseline	% change v. baseline	\$ change v. baseline	% change v. baseline	\$ change v. baseline	% change v. baseline
Science and Technology Directorate		813,116		802,159		819,785	
FY2019 Request	583,283	229,833	39.4%	218,876	37.5%	236,502	40.5%
FY2018 Enacted	840,943	-27,827	-3.3%	-38,784	-4.6%	(21,158)	-2.5%
Management Directorate		872,095		920,177		1,303,302	
FY2019 Request	1,083,318	-211,223	-19.5%	-163,141	-15.1%	219,984	20.3%
FY2018 Enacted	784,211	87,884	11.2%	135,966	17.3%	519,091	66.2%
Domestic Nuclear Detection Office		335,440		0			
FY2019 Request	0	335,440	n/a	0	n/a	0	n/a
FY2018 Enacted	335,440	0	0.0%	-335,440	-100.0%	(335,440)	-100.0%
Federal Law Enforcement Training Center		362,243		254,774		328,819	
FY2019 Request	382,134	-19,891	-5.2%	-127,360	-33.3%	(53,315)	-14.0%
FY2018 Enacted	254,000	108,243	42.6%	774	0.3%	74,819	29.5%
Intelligence, Analysis, and Operations Coordination		254,476		259,253		253,253	
FY2019 Request	253,253	1,223	0.5%	6,000	2.4%	0	0.0%
FY2018 Enacted	245,905	8,571	3.5%	13,348	5.4%	7,348	3.0%
Office of the Inspector General		168,000		168,001		168,000	
FY2019 Request	138,369	29,631	21.4%	29,632	21.4%	29,631	21.4%
FY2018 Enacted	168,000	0	0.0%	1	0.0%	0	0.0%
Office of the Secretary and Executive Management		132,904		128,110		141,381	
FY2019 Request	128,860	4,044	3.1%	-750	-0.6%	12,521	9.7%
FY2018 Enacted	139,602	-6,698	-4.8%	-11,492	-8.2%	1,779	1.3%
U.S. Citizenship and Immigration Services		131,919		131,919		142,526	
FY2019 Request	131,919	0	0.0%	0	0.0%	10,607	8.0%
FY2018 Enacted	132,513	-594	-0.4%	-594	-0.4%	10,013	7.6%

Component	FY2019 Senate Committee- Reported S. 3109		FY2019 House Committee- Reported H.R. 6776		FY2019 Enacted P.L. 116-6		
	Baseline Value	\$ change v. baseline	% change v. baseline	\$ change v. baseline	% change v. baseline	\$ change v. baseline	% change v. baseline
Office of Health Affairs		121,569		0			
FY2019 Request	0	121,569	n/a	0	n/a	0	n/a
FY2018 Enacted	121,569	0	0.0%	-121,569	-100.0%	-121,569	-100.0%
Office of Countering Weapons of Mass Destruction		0		434,266		434,897	
FY2019 Request	429,266	-429,266	-100.0%	5,000	1.2%	5,631	1.3%
FY2018 Enacted	0	0	n/a	434,266	n/a	434,897	n/a

Sources: CRS analysis of P.L. 115-141, its explanatory statement as printed in the *Congressional Record* of March 22, 2018, pp. H2544-H2608, S.Rept. 115-283, H.Rept. 115-948, and H.Rept. 116-9.

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

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

Some of the changes reflected in **Table 1** are the result of different approaches to funding specific missions of the department or restructuring of components, rather than simple reductions or increases in funding relative to the request or prior-year enacted levels. For example, the Administration chose to reorganize the Office of Health Affairs and Domestic Nuclear Detection Office into the new Office of Countering Weapons of Mass Destruction. The Senate Appropriations Committee elected to fund those activities in the un-reorganized structure, as the authorizing committees had not ratified the reorganization at the time the bill was marked up, while the House Appropriations Committee recommended funding the reorganized structure. P.L. 116-6 funded the reorganized structure.

In addition, the enacted level for the newly renamed Cybersecurity and Infrastructure Security Protection Agency is lower due to a transfer of the Office of Biometric Identity Management to the Management Directorate. Enacted P.L. 116-6 would fund the DHS Office of Inspector General wholly through appropriations, rather than including a \$24 million transfer from the Disaster Relief Fund, as had been requested by the Administration.

For the first time in DHS annual appropriations, committee-reported legislation funds activities of certain components with unobligated balances of prior appropriations transferred from other components. As can be seen in **Table 2**, the Senate Appropriations Committee funded some FEMA and Management Directorate activities with transfers from unobligated balances in the Disaster Relief Fund, while an amendment adopted in House Appropriations Committee full committee markup would fund Coast Guard acquisitions with unobligated balances from the Science and Technology Directorate. P.L. 116-6 funded a portion of the Disaster Relief Fund with \$300 million of its unobligated balances.

DHS: Beyond Net Discretionary Appropriations

While the total net discretionary budget authority, when adjusted for the effect of rescissions, provides the “score” that is measured against the bill’s discretionary spending allocation, it does

not represent the total budget authority provided to DHS. “Net” discretionary appropriations are the net balance of discretionary appropriations minus any offsetting collections. Such collections are addressed in the appropriations legislation, and provide significant resources to some components of DHS, such as the Transportation Security Administration and National Protection and Programs Directorate. They do not include mandatory spending, resources derived directly from fee collections without annual congressional action, or resources covered by adjustments to the discretionary spending limits.⁵ Congress controls the reprogramming of these resources through detailed tables provided in appropriations committee reports, conference reports, and statements of managers.

Figure 1 uses the data drawn from these detailed tables to provide a more complete picture of the resources available to eight DHS components:⁶ U.S. Customs and Border Protection (CBP), the U.S. Coast Guard (USCG), Immigration and Customs Enforcement (ICE), the Transportation Security Administration (TSA), Federal Emergency Management Agency (FEMA), U.S. Secret Service (USSS), and U.S. Citizenship and Immigration Services (USCIS)—the seven operational components—and the National Protection and Programs Directorate (NPPD), which was renamed the Cybersecurity and Infrastructure Security Agency (CISA), which is considered by some to have an operational role. These are also the largest eight components of DHS in terms of gross discretionary budget authority.

In **Figure 1**, these eight 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 enacted, current year requested annual appropriations, Senate committee action, House committee action, and enacted. The bottom segment of each bar represents net discretionary budget authority—the same amount for each as represented in **Table 1**.

On top of these bases are several other segment types, representing fee revenues, offsetting collections, mandatory spending,⁷ funding from unobligated balances directed by the appropriations measure, and funding covered by adjustments to discretionary spending limits under the Budget Control Act of 2011 (BCA; P.L. 112-25) in annual appropriations.⁸ Unlike in **Table 1**, supplemental appropriations are reflected in **Figure 1**—although those provided for FY2018 are too large to be accommodated at the same scale as the rest of the figure. Therefore, the full length of this bar is truncated, but labeled with its actual value. A small inset graphic shows the scale of supplemental appropriations relative to the other appropriations.

Figure 1 allows for a visual comparison of changes in individual component funding, and provides a more complete description of each component’s overall resource level than a review of net discretionary appropriations. Among the changes it illuminates are the significance of the size of the emergency supplemental appropriations provided for FY2018; the inclusion of border

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

⁶ Supplemental appropriations measures often do not have their contents reflected in a concurrently produced table—therefore FY2019 supplemental appropriations data are drawn directly from the supplemental appropriations acts.

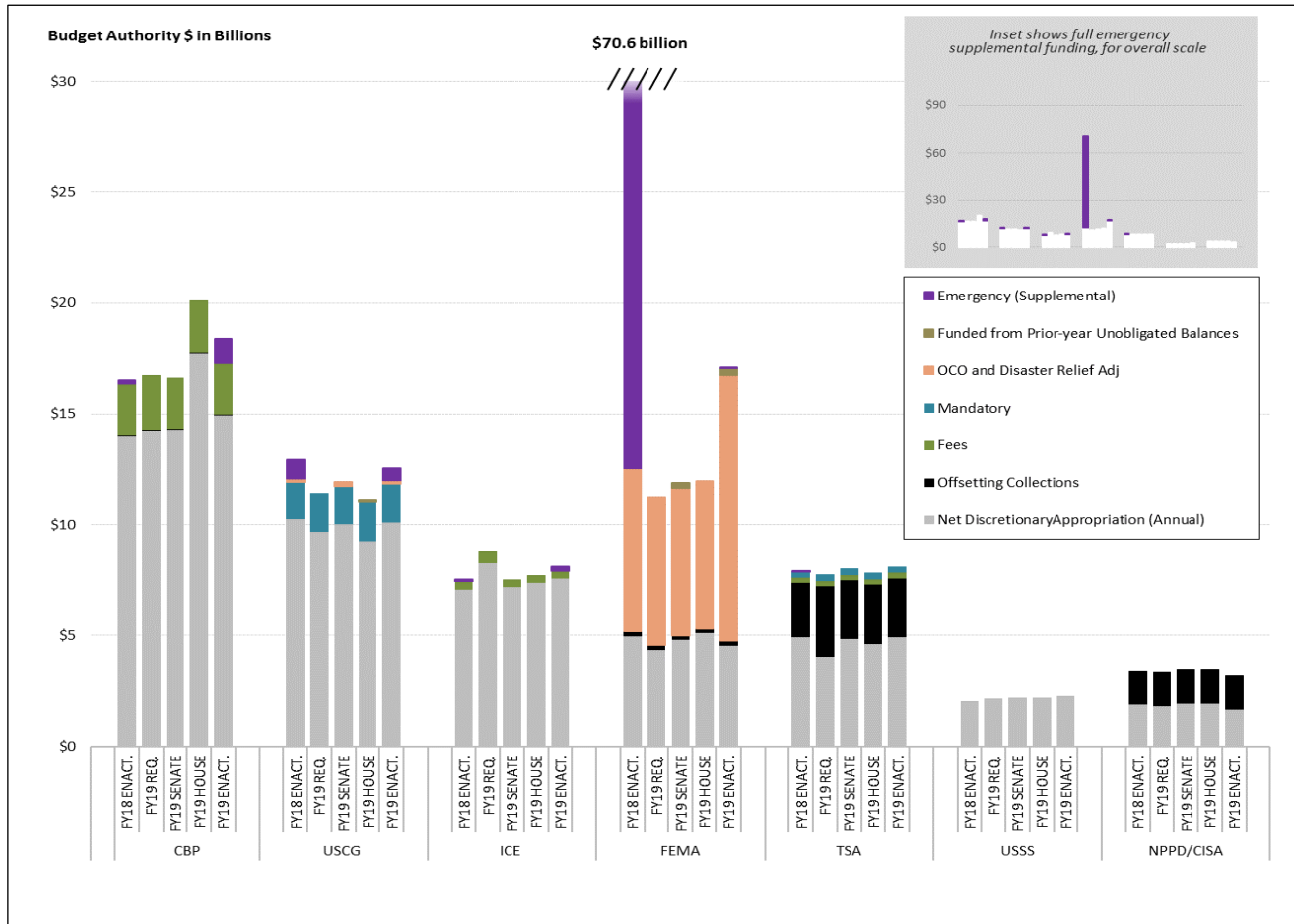
⁷ The mandatory spending reflected here is composed of two elements: Coast Guard retired pay, which is considered mandatory spending but requires congressional action nonetheless; and \$250 million from the Aviation Security Capital Fund.

⁸ For the DHS appropriations legislation, these have included funding designated as disaster relief and funding designated as supporting Overseas Contingency Operations. For more details about adjustments to discretionary spending limits under the BCA, see CRS Report R41965, *The Budget Control Act of 2011*, by Bill Heniff Jr., Elizabeth Rybicki, and Shannon M. Mahan.

barrier funding in the House bill in excess of what was initially requested by the Administration, the opposition of the Senate Appropriation Committees to proposed reductions in funding to the Coast Guard, as well as House and Senate Appropriations Committee opposition to proposed cuts to FEMA; and an increase in discretionary spending to support the TSA's budget in the absence of the Trump Administration's proposed fee increase.

The table also reflects supplemental appropriations provided for disaster relief and border operations in P.L. 116-20 and P.L. 116-26 respectively. It does not reflect the Administration's supplemental request for border operations, as the public documentation of the request does not provide complete information at the component level. No formal public request was made by the Administration for FY2019 disaster relief and recovery funding.

Figure I. Department of Homeland Security Budget Authority by Selected DHS Component, FY2018-FY2019
 (billions of dollars of budget authority controlled for reprogramming through appropriations committee reports)



Sources: CRS analysis of P.L. 115-141, its explanatory statement as printed in the *Congressional Record* of March 22, 2018, pp. H2544-H2608, S.Rept. 115-283, H.Rept. 115-948, H.Rept. 116-9, P.L. 116-20, and P.L. 116-26.

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

Table 2 provides a complete breakdown of the total budget authority outlined in **Figure 1** for all DHS components, arranged by FY2018 enacted net discretionary budget authority.

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

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

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

Component Funding Aspect	FY2018		FY2019		
	Enacted	Request	SAC- reported	HAC- reported	Enacted
Customs and Border Protection	16,506,684	16,719,317	16,593,096	20,113,442	18,396,681
Net Discretionary Funding	14,017,522	14,225,132	14,256,394	17,776,257	14,959,548
Offsetting Collections	39,000	39,000	39,000	39,000	39,000
Fees	2,300,668	2,455,185	2,297,702	2,298,185	2,297,702
Emergency Supplemental	149,494	0	0	0	1,100,431
U.S. Coast Guard	12,942,817	11,438,201	11,934,411	11,127,701	12,541,653
Net Discretionary	10,268,607	9,698,357	10,029,567	9,282,857	10,111,077
Funded From Prior-Year Unobligated Balances	0	0	0	95,000	0
Mandatory	1,676,117	1,739,844	1,739,844	1,739,844	1,739,844
Budget Control Act Adjustment (OCO)	163,000	0	165,000	0	165,000
Emergency Supplemental	835,093	0	0	0	525,732
Immigration and Customs Enforcement	7,516,441	8,817,130	7,528,273	7,721,510	8,114,657
Net Discretionary	7,075,874	8,291,530	7,210,273	7,403,510	7,587,712
Fees	376,610	525,600	318,000	318,000	318,000
Emergency Supplemental	63,957	0	0	0	208,945

Component Funding Aspect	FY2018		FY2019		
	Enacted	Request	SAC- reported	HAC- reported	Enacted
Federal Emergency Management Agency	70,783,529	11,222,390	11,894,152	11,972,499	17,124,786
Net Discretionary	4,984,029	4,368,699	4,812,461	5,118,808	4,592,633
Funded From Prior- Year Unobligated Balances	0	0	228,000	0	300,000
Offsetting Collections	203,500	201,691	201,691	201,691	202,153
Budget Control Act Adjustment (Disaster Relief)	7,366,000	6,652,000	6,652,000	6,652,000	12,000,000
Emergency Supplemental	58,230,000	0	0	0	30,000
Transportation Security Administration	7,896,236	7,726,028	8,002,533	7,808,016	8,090,347
Net Discretionary	4,925,355	4,046,173	4,842,678	4,648,161	4,930,462
Offsetting Collections	2,470,000	3,190,000	2,670,000	2,670,000	2,670,000
Fees	240,559	239,885	239,855	239,855	239,885
Mandatory	250,000	250,000	250,000	250,000	250,000
Emergency Supplemental	10,322	0	0	0	0
U.S. Secret Service	2,006,524	2,151,624	2,179,715	2,167,186	2,248,159
Net Discretionary	2,006,524	2,151,624	2,179,715	2,167,186	2,248,159
National Protection and Programs Directorate	3,387,407	3,348,261	3,476,732	3,461,672	3,208,867
Net Discretionary	1,911,402	1,821,151	1,949,622	1,934,562	1,681,757
Offsetting Collections	1,476,005	1,527,110	1,527,110	1,527,110	1,527,110
Science and Technology Directorate	840,943	583,283	813,116	802,159	819,785
Net Discretionary	840,943	583,283	813,116	802,159	819,785
Management Directorate	784,211	1,083,318	983,095	920,177	1,313,302
Net Discretionary	784,211	1,083,318	911,095	920,177	1,313,302
Funded From Prior- Year Unobligated Balances	0	0	72,000	0	0

Component Funding Aspect	FY2018		FY2019		
	Enacted	Request	SAC- reported	HAC- reported	Enacted
Countering Weapons of Mass Destruction	0	429,266	0	434,266	434,897
Net Discretionary	0	429,266	0	434,266	434,897
Domestic Nuclear Detection Office	335,440	0	335,440	0	0
Net Discretionary	335,440	0	335,440	0	0
Federal Law Enforcement Training Center	264,374	382,134	361,243	254,774	328,819
Net Discretionary	254,000	382,134	361,243	254,774	328,819
Emergency Supplemental	10,374	0	0	0	0
Analysis and Operations	245,905	253,253	254,476	259,253	253,253
Net Discretionary	245,905	253,253	254,476	259,253	253,253
Office of the Inspector General	168,000	138,369	168,000	168,001	168,000
Net Discretionary	168,000	138,369	168,000	168,001	168,000
Office of the Secretary and Executive Management	139,602	128,860	132,904	128,110	141,381
Net Discretionary	139,602	128,860	132,904	128,110	141,381
Office of Health Affairs	121,569	0	121,569	0	0
Net Discretionary	121,569	0	121,569	0	0
U.S. Citizenship and Immigration Services	4,483,039	4,719,570	4,719,570	4,719,570	1,669,636
Net Discretionary	132,513	131,919	131,919	131,919	142,526
Fees	4,350,526	4,587,651	4,587,651	4,587,651	1,527,110
TOTAL BUDGET AUTHORITY, DHS^a	115,039,736	54,384,594	55,327,472	58,082,000^b	63,743,419

Sources: CRS analysis of P.L. 115-141, its explanatory statement as printed in the *Congressional Record* of March 22, 2018, pp. H2544-H2608, S.Rept. 115-283, H.Rept. 115-948, H.Rept. 116-6, P.L. 116-20, and P.L. 116-26.

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

- a. Includes net discretionary budget authority, offsetting collections, resources provided from prior-year appropriations, and resources covered by adjustments to discretionary spending limits. Does not include mandatory spending or fees with permanent spending authority.
- b. Does not include a net \$13 million increase in the discretionary scoring of the bill due to policy changes adopted in House Appropriations Committee markup.

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