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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 Donald J. Trump Administration for FY2019, as well as the funding levels proposed in Senate Appropriations Committee-reported legislation for FY2019. It examines net discretionary annual appropriations for DHS—a perspective on the net impact of legislation funding DHS on congressionally tracked budget totals—and also provides a more inclusive look at the resources available to DHS components to perform their missions.

DHS Net Discretionary Annual Appropriations

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

Each grouping of three lines in **Table 1** presents an analysis of a component’s net discretionary annual appropriations.³ Lines below each component name indicate two baselines commonly used to make comparisons of appropriations—the FY2019 requested funding level and the FY2018 enacted funding level in thousands of dollars of net discretionary budget authority. To the right of each component name is the Senate Appropriations Committee-reported funding level. 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

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

(thousands of dollars)

Component	Baseline	Baseline Value	FY2019	
			Senate Committee-Reported S. 3109	
			\$ change v. baseline	% change v. baseline
Customs and Border Protection			14,256,394	
FY2019 Request		14,225,132	31,262	0.2%
FY2018 Enacted		14,017,522	238,872	1.7%

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

² P.L. 115-31, Division F.

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

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

Component	Baseline Value	FY2019 Senate Committee- Reported S. 3109	
		\$ change v. baseline	% change v. baseline
U.S. Coast Guard		10,194,567	
FY2019 Request	9,698,357	496,210	5.1%
FY2018 Enacted	10,268,607	(74,040)	-0.7%
Immigration and Customs Enforcement		7,210,273	
FY2019 Request	8,291,056	(1,080,783)	-13.0%
FY2018 Enacted	7,075,874	134,399	1.9%
Transportation Security Agency		4,842,678	
FY2019 Request	4,046,173	796,505	19.7%
FY2018 Enacted	4,925,355	(82,677)	-1.7%
Federal Emergency Management Agency		4,812,461	
FY2019 Request	4,368,699	443,762	10.2%
FY2018 Enacted	4,984,039	(171,578)	-3.4%
U.S. Secret Service		2,179,715	
FY2019 Request	2,151,624	28,091	1.3%
FY2018 Enacted	2,006,524	173,191	8.6%
National Protection and Programs Directorate		1,949,622	
FY2019 Request	1,821,151	128,471	7.1%
FY2018 Enacted	1,911,402	38,220	2.0%
Science and Technology Directorate		813,116	
FY2019 Request	583,283	229,833	39.4%
FY2018 Enacted	840,943	(27,827)	-3.3%
Management Directorate		872,095	
FY2019 Request	1,083,318	(211,223)	-19.5%
FY2018 Enacted	784,211	87,884	11.2%
Domestic Nuclear Detection Office		335,440	
FY2019 Request	0	335,440	n/a
FY2018 Enacted	335,440	0	0.0%
Federal Law Enforcement Training Center		362,243	
FY2019 Request	382,134	(19,891)	-5.2%
FY2018 Enacted	254,000	108,243	42.6%
Analysis and Operations		254,476	
FY2019 Request	253,253	1,223	0.5%
FY2018 Enacted	245,905	8,571	3.5%

Component	Baseline Value	FY2019 Senate Committee- Reported S. 3109	
		\$ change v. baseline	% change v. baseline
Office of the Inspector General		168,000	
FY2019 Request	138,369	29,631	21.4%
FY2018 Enacted	168,000	0	0.0%
Office of the Secretary and Executive Management		132,904	
FY2019 Request	128,860	4,044	3.1%
FY2018 Enacted	139,602	(6,698)	-4.8%
U.S. Citizenship and Immigration Services		131,919	
FY2019 Request	131,919	0	0.0%
FY2018 Enacted	132,513	(594)	-0.4%
Office of Health Affairs		121,569	
FY2019 Request	0	121,569	n/a
FY2018 Enacted	121,569	0	0.0%
Office of Countering Weapons of Mass Destruction		0	
FY2019 Request	429,266	(429,266)	-100.0%
FY2018 Enacted	0	0	n/a

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

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

Some of the changes reflected in **Table 1** are the result of different approaches to funding specific missions of the department or restructuring of components, rather than simple reductions or increases in funding relative to the request or prior-year enacted levels. The Senate-reported bill 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. In addition, while 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.

DHS: Beyond Net Discretionary Appropriations

While the total net discretionary budget authority, when adjusted for the effect of rescissions, provides the “score” that is measured against the bill’s discretionary spending allocation, it does not represent the total budget authority provided to DHS. “Net” discretionary appropriations are the net balance of discretionary appropriations minus any offsetting collections. Such collections are addressed in the appropriations legislation, and provide significant resources to some components of DHS, such as the Transportation Security Administration and National Protection and Programs Directorate. They do not include mandatory spending, resources derived directly from fee collections without annual congressional action, or resources covered by adjustments to

the discretionary spending limits.⁵ Congress controls the reprogramming of these resources through detailed tables provided in appropriations committee reports, conference reports, and statements of managers.

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

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

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

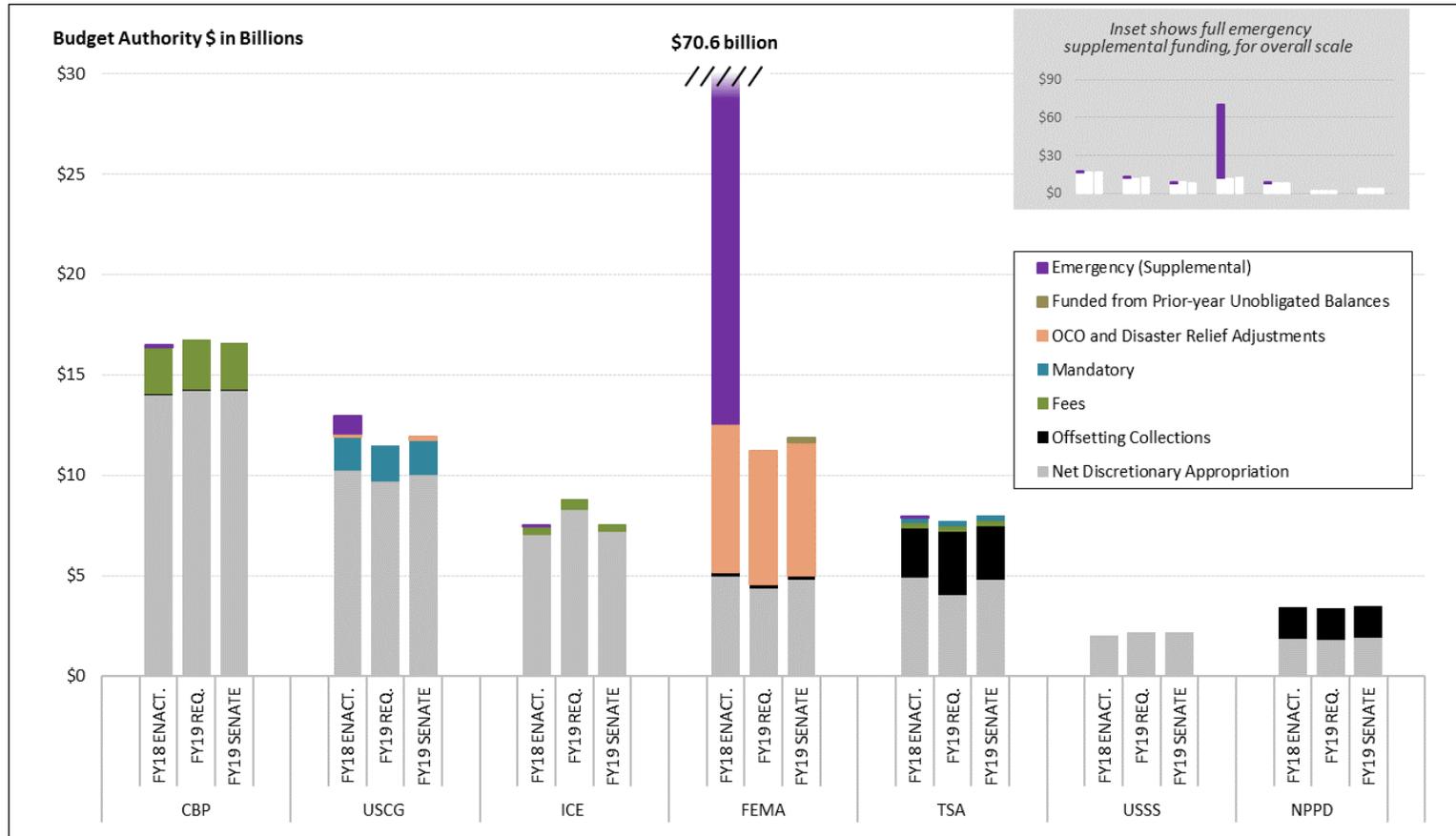
Figure 1 allows for a visual comparison of changes in individual component funding, and provides a more complete description of each component's overall resource level than a review of net discretionary appropriations. Among the changes it illuminates are the significance of the size of the emergency supplemental appropriations provided for FY2018; the Senate Appropriations Committee not accepting reductions in funding to the Coast Guard and FEMA proposed by the Trump Administration; and an increase in discretionary spending to support the TSA's budget in the absence of the Trump Administration's proposed fee increase.

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

⁷ For the DHS appropriations legislation, these have included funding designated as disaster relief and funding designated as supporting Overseas Contingency Operations. For more details about adjustments to discretionary spending limits under the BCA, see CRS Report R41965, *The Budget Control Act of 2011*, by (name redacted), (name redacted), and (name redacted).

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)



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

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

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

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

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

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

Component Funding Aspect	FY2018	FY2019	
	Enacted	Request	SAC-reported
Customs and Border Protection	16,506,684	16,719,317	16,593,096
Net Discretionary Funding	14,017,522	14,225,132	14,256,394
Offsetting Collections	39,000	39,000	39,000
Fees	2,300,668	2,455,185	2,297,702
Emergency Supplemental	149,494	—	—
U.S. Coast Guard	12,942,817	11,438,201	11,934,411
Net Discretionary	10,268,607	9,698,357	10,029,567
Mandatory	1,676,117	1,739,844	1,739,844
Budget Control Act Adjustment (OCO)	163,000	—	165,000
Emergency Supplemental	835,093	—	—
Immigration and Customs Enforcement	7,516,441	8,816,656	7,528,273
Net Discretionary	7,075,874	8,291,056	7,210,273
Fees	376,610	525,600	318,000
Emergency Supplemental	63,957	—	—
Federal Emergency Management Agency	70,783,529	11,222,390	11,894,152
Net Discretionary	4,984,029	4,368,699	4,812,461
Funded From Prior-Year Unobligated Balances	—	—	228,000
Offsetting Collections	203,500	201,691	201,691
Budget Control Act Adjustment (Disaster Relief)	7,366,000	6,652,000	6,652,000
Emergency Supplemental	58,230,000	—	—
Transportation Security Administration	7,896,236	7,726,028	8,002,533
Net Discretionary	4,925,355	4,046,173	4,842,678
Offsetting Collections	2,470,000	3,190,000	2,670,000
Fees	240,559	239,885	239,855

Component Funding Aspect	FY2018	FY2019	
	Enacted	Request	SAC- reported
Mandatory	250,000	250,000	250,000
Emergency Supplemental	10,322	—	—
U.S. Secret Service	2,006,524	2,151,624	2,179,715
Net Discretionary	2,006,524	2,151,624	2,179,715
National Protection and Programs Directorate	3,387,407	3,348,261	3,476,732
Net Discretionary	1,911,402	1,821,151	1,949,622
Offsetting Collections	1,476,005	1,527,110	1,527,110
Science and Technology Directorate	840,943	583,283	813,116
Net Discretionary	840,943	583,283	813,116
Management Directorate	784,211	1,083,318	983,095
Net Discretionary	784,211	1,083,318	911,095
Funded From Prior-Year Unobligated Balances	—	—	72,000
Countering Weapons of Mass Destruction	—	429,266	—
Net Discretionary	—	429,266	—
Domestic Nuclear Detection Office	335,440	—	335,440
Net Discretionary	335,440	—	335,440
Federal Law Enforcement Training Center	264,374	382,134	361,243
Net Discretionary	254,000	382,134	361,243
Emergency Supplemental	10,374	—	—
Analysis and Operations	245,905	253,253	254,476
Net Discretionary	245,905	253,253	254,476
Office of the Inspector General	168,000	138,369	168,000
Net Discretionary	168,000	138,369	168,000
Office of the Secretary and Executive Management	139,602	128,860	132,904
Net Discretionary	139,602	128,860	132,904
Office of Health Affairs	121,569	—	121,569
Net Discretionary	121,569	—	121,569
U.S. Citizenship and Immigration Services	4,483,039	4,719,570	4,719,570
Net Discretionary	132,513	131,919	131,919
Fees	4,350,526	4,587,651	4,587,651
TOTAL BUDGET AUTHORITY, DHS^a	115,039,736	54,384,594	55,327,472

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

Note: SAC=Senate 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.

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