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DHS Budget Request Analysis: FY2025

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DHS Budget Request Analysis: FY2025

On March 11, 2024, President Joe Biden’s Administration released its budget request for FY2025, including \$107.74 billion in total non-contingent budget authority for the Department of Homeland Security (DHS).

DHS is the third largest agency in the federal government in terms of civilian personnel. The annual appropriations bill that funds it—providing \$82.10 billion in gross discretionary budget authority—was the sixth largest of the 12 annual funding measures developed by the appropriations committees for FY2024. It is the only appropriations bill that funds a single agency exclusively and in its entirety.

The FY2025 budget request was the fourth detailed budget request proposed by the Biden Administration. It was released 12 days before the enactment of the DHS Appropriations Act, 2024 as Division C of P.L. 118-47.

This report provides an overview of the FY2025 annual budget request for DHS. It provides a component-level overview of the appropriations requested for FY2025, and puts the requested appropriations in context with the FY2024 requested and enacted appropriations level, to the extent possible.

The FY2025 budget request for DHS includes \$91.13 billion in gross discretionary budget authority, up \$700 million from the enacted level of annual appropriations, and up \$3.03 billion from the budget request for FY2024. Some of the major drivers of change in the FY2025 request include:

- a record-setting \$22.71 billion annual appropriations request for the Disaster Relief Fund (DRF), up \$2.45 billion from the FY2024 enacted annual appropriations level (when the DRF is set aside, the remainder of the discretionary request is \$4.88 billion (-5.5%) below the enacted level, and \$2.21 billion (-3.1%) below the FY2024 request);
- \$3.02 billion less than the enacted level for U.S. Customs and Border Protection (CBP); however, the request reiterates the supplemental appropriations requests made for CBP in October, which would have included \$4.47 billion for CBP operations and \$849 million for CBP procurement;
- a \$979 million increase in the gross discretionary budget for the Transportation Security Administration (TSA), driven by \$890 million in pay reform for TSA employees, and offset by a legislative proposal to provide TSA the full resources of the Aviation Security Passenger Fee (similar to an unsuccessful proposal in the FY2023 request); and
- a 2.0% pay increase for civilian personnel, as well as a 4.5% pay increase for military personnel.

In addition, as it did for FY2024, the Administration requested a Southwest Border Contingency Fund that could provide up to \$4.7 billion in emergency funding for CBP, U.S. Immigration and Customs Enforcement (ICE), and the Federal Emergency Management Agency for addressing migrant surges at the southwest border if encounters reach certain thresholds.

As referenced above, the Administration’s FY2025 budget request also reiterated the request for extensive supplemental appropriations for border security and immigration activities laid out in its October 2023 request and in a border package negotiated among both parties in the Senate and the White House, which was released February 4, 2024. Rough calculations indicate that the unmet needs outlined in these two vehicles (but not in the budget request) exceed \$24 billion, including more than \$4 billion for CBP, more than \$6 billion for ICE, more than \$4 billion for U.S. Citizenship and Immigration Services, and \$9 billion for the DRF.

Information on the appropriations committees’ responses to the Administration’s budget request will be made available in future products.

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Introduction

The Department of Homeland Security (DHS) is the third largest agency in the federal government in terms of staff size, with roughly 262,000 civilian and military personnel. The annual appropriations bill that funds it—providing \$82.10 billion in gross discretionary budget authority in FY2024—was the sixth largest of the 12 annual funding measures developed by the appropriations committees. It is the only appropriations bill that funds a single agency exclusively and in its entirety.

This report provides an overview of the Joe Biden Administration’s FY2025 annual budget request for DHS, as released on March 11, 2024. It provides a component-level overview of the appropriations sought in the FY2025 budget request, and puts the requested appropriations in context with the FY2024 requested and enacted level of appropriations.

FY2024 annual appropriations for DHS were enacted as Division C of P.L. 118-47 on March 23, 2024. For more information on the current status of DHS appropriations for FY2024, including supplemental appropriations, see CRS Report R47688, *Department of Homeland Security Appropriations: FY2024 State of Play*, by William L. Painter.

Data Sources and Caveats

- The data reflected in this report are drawn from analysis of the *DHS Budget in Brief* for FY2025, and the DHS portion of the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*.¹ However, due to timing, these documents lack information on the annual appropriations for FY2024 enacted in P.L. 118-47. Information on those appropriations, as well as the FY2024 budget request, is drawn from the explanatory statement for the Further Consolidated Appropriations Act, 2024 (P.L. 118-47) posted in Part II of the March 22, 2024 *Congressional Record*.²

As such, this report compares data developed with the Congressional Budget Office (CBO) scoring methodology with data developed with the Office of Management and Budget (OMB) scoring methodology. These two organizations have technically distinct approaches based on the role they play in their respective branches of government.³ However, their approaches are similar enough in scoring gross discretionary spending (the primary measure used in this report) that the differences between the two perspectives are relatively small.⁴

¹ The former document is available at <https://dhs.gov/dhs-budget>, while the latter is available at <https://www.whitehouse.gov/omb/budget/appendix/>.

² pp. H1807-H1885, <https://www.congress.gov/118/crec/2024/03/22/170/51/CREC-2024-03-22-bk2.pdf>.

³ Most other CRS appropriations reports rely solely on Congressional Budget Office (CBO) data, which was not available at a similar level of granularity at the time of this report’s publication. 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 these types of comparisons. In this case, due to time constraints, CRS determined for purposes of this report that making comparisons of data from the two separate sources and methodologies was unavoidable.

⁴ For the FY2024 process, most of the \$80 million in gross scoring differences identified by the Office of Management and Budget (OMB) was the result of \$43 million in differences in the treatment of fees, transfers and rounding within the budgets for two components. According to OMB, the largest other difference was due to a rescission being made in an account the executive branch “inadvertently misidentified” to the Congressional Budget Office (CBO) as having \$23 million in available budget authority, when in reality, less than \$500,000 was available. Differences in scoring methodologies are shown in analyses by OMB required by Section 251(a)(7) of the Balanced Budget and Emergency (continued...)

Numbers expressed in billions are rounded to the nearest hundredth (\$10 million), while numbers expressed in millions are rounded to the nearest million.

The FY2025 annual budget request and FY2024 annual appropriation were developed and enacted within a highly dynamic environment. Therefore, analytical conclusions should be framed within the following considerations:

1. The FY2025 budget request was developed without a clear baseline of FY2024 resources, as FY2024 annual appropriations were still under development. Therefore, the request should not necessarily be seen as “responding” to the FY2024 annual appropriations.
2. The FY2025 budget request repeats a request for \$4.7 billion in contingent supplemental appropriations to address management of the southwest border.⁵ As the requested resources would be distributed across U.S. Customs and Border Protection (CBP), U.S. Immigration and Customs Enforcement (ICE), and Federal Emergency Management Agency (FEMA), based on needs at the time, those resources are not included in the comparative tables and figures presented in this analysis.
3. The FY2025 budget request also proposes designating \$2.79 billion of the annual appropriations request as an emergency requirement, thereby reducing the amount that the request would score against the statutory discretionary budget limits. This action is not reflected in the resource tables included in the *Budget in Brief*, but is instead reflected in the legislative language requested for DHS appropriations by the Administration in the *Appendix*.
4. Finally, the Administration’s discussions of the FY2025 budget request in the *Budget-in-Brief* and in congressional hearings before several committees reiterate the Administration’s support for two sets of supplemental appropriations for DHS: those requested in October 2023, and those included in a Senate-negotiated border security and immigration package. Rough calculations indicate that the unmet needs outlined in these two vehicles—and not specifically enumerated in the budget request—exceed \$24 billion.⁶

Supplemental Appropriations for FY2024

None of the FY2024 requested or enacted levels used for comparison in this report include supplemental appropriations, as the intent is to analyze the FY2025 annual appropriations request in comparison to the preceding fiscal year’s request and annual appropriations.

Deficit and Control Act of 1985. These reports (known as “Seven-Day-After” reports) compare OMB and CBO scoring for discretionary appropriations measures, and can be found on OMB’s website. Scoring is generally done at the million-dollar level of granularity, while the appropriations committees track funding at the level of thousands of dollars. The CBO score includes adjustments to account for this difference, while the OMB does not. In addition, according to OMB: “CBO rounds each appropriation individually and adds the total ... while OMB rounds each level following a convention of rounding evenly split appropriations at the thousands level to the nearest whole even number in millions....” Office of Management and Budget, *Seven-Day-After Report for the Consolidated Appropriations Act, 2021* (P.L. 116-260), Washington, DC, January 15, 2021, p. 18, https://www.whitehouse.gov/wp-content/uploads/2021/01/7_Day_After_Report_Omni_1-15-21.pdf.

⁵ An identical proposal was made in the FY2024 budget request, and was not included in the FY2024 enacted annual DHS appropriations measure.

⁶ CRS made calculations of unmet needs by assessing the October supplemental requests and the Administration-endorsed border security package, and reducing the larger of the two amounts by the funding provided in the DHS Appropriations Act, 2024 in excess of the FY2024 request.

However, \$16 billion in supplemental appropriations were provided for the Disaster Relief Fund (DRF) in P.L. 118-15, and \$1.32 billion in advance supplemental appropriations from P.L. 117-58 became available in FY2024. The advance supplemental appropriations included:

- \$20 million for the Cybersecurity and Infrastructure Security Agency’s (CISA’s) Cybersecurity Response and Recovery Fund;
- \$400 million for FEMA’s Federal Assistance appropriation for hazard mitigation revolving loan funds (\$100 million) and grants for cybersecurity and critical infrastructure (\$300 million);
- \$200 million for hazard mitigation grants; and
- \$700 million for the National Flood Insurance Fund.

In addition, during the development of FY2024 annual appropriations and the FY2025 request, there were two supplemental appropriations requests made by the Administration, and a supplemental appropriations package that included border security funding and policy changes negotiated in the Senate. The Administration reiterated in its annual appropriations request the need for supplemental appropriations to address disaster relief needs and the situation at the southwest border, originally requested in October 2023,⁷ and a border security package negotiated by the Senate, which was released February 4, 2024.⁸ Therefore, some observers may consider that the funding levels in the annual appropriations request are not a full reflection of the Administration’s view of the current needs of DHS.

As aforementioned, rough calculations indicate that the unmet needs outlined in these two vehicles—and not specifically enumerated in the budget request—may exceed \$24 billion.⁹

Structure of the DHS Budget

FY2025 Context

The FY2025 budget request released on March 11, 2024, was the fourth detailed budget proposed by the Biden Administration.

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 FEMA receives for the DRF has received special budgetary exemptions from subcommittee allocations and statutory spending limits.¹⁰ This year’s

⁷ Letter from Shalanda D. Young, Director, Office of Management and Budget, to The Honorable Patrick McHenry, Speaker Pro Tempore of the House of Representatives (hereinafter “Young Letter”) October 20, 2023, Attachment 5, p. 1, <https://www.whitehouse.gov/wp-content/uploads/2023/10/Letter-regarding-critical-national-security-funding-needs-for-FY-2024.pdf>.

⁸ S.Amdt. 1386, Div. A.

⁹ CRS made a rough calculation of unmet needs by assessing the October supplemental requests and the Administration-endorsed border security package, and reducing the larger of the two amounts by the funding provided in the DHS Appropriations Act, 2024 in excess of the FY2024 request.

¹⁰ 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 has chosen to extend that flexibility in subsequent fiscal years, and could continue to do so.

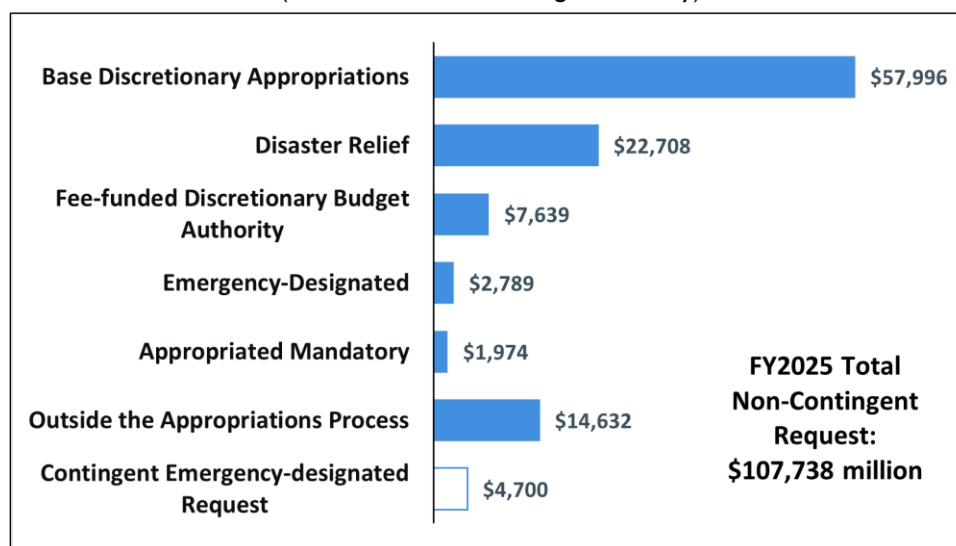
request also proposes designating \$2.79 billion in annual appropriations as an emergency requirement, although the justification documents do not provide an explanation for such a move.

For the second year in a row, the Administration has requested up to \$4.7 billion “to aid the Department and its components in responding [to] surges of migration along the Southwest border.” The proposal suggests that if encounters at the border reach certain quarterly thresholds, then DHS would receive additional emergency-designated resources.¹¹ This funding mechanism is atypical, and is known as a *contingent appropriation*, as the resources are only made available contingent on a certain condition or set of conditions. Congress did not approve such a request for FY2024.

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—such as the U.S. Coast Guard (USCG) retirement accounts.¹² **Figure 1** shows a breakdown of these different categories from the FY2025 budget request.

Figure 1. FY2025 Budget Request Structure

(Millions of dollars of budget authority)



Sources: Developed by CRS, based on the “Fiscal Year 2025 Overview,” *DHS Budget in Brief*, FY2025, p. 1, and the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*.

Notes: “Discretionary Appropriations” reflects the offsetting effect of the disaster relief designation, emergency designation and the fee-funded budget authority shown in the three bars below it. The Administration’s accounting for appropriated 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 should be structured. Administrations of both parties have suggested paying for certain activities with fee increases that

¹¹ While the Administration’s proposal could provide a relatively significant amount of additional resources to CBP, ICE, and FEMA, it is unclear exactly how much would be made available to each of these agencies if it were enacted. Therefore, such speculative amounts are not included in analyses in this report.

¹² For a further discussion of these terms and concepts, see CRS Report R46240, *Introduction to the Federal Budget Process*, by James V. Saturno.

would require legislative approval. If fees are not increased, additional discretionary appropriations would be required to fund the planned activities.¹³

Several observations can be made in the first four categories of discretionary funding:

- The total gross discretionary request, including disaster relief and emergency-designated appropriations is \$3.03 billion (+3.3%) higher than the FY2024 request, and \$700 million (+0.8%) higher than the FY2024 enacted level.
 - The inclusion of \$2.79 billion in emergency designations for annual appropriations in the request has the effect of reducing how much of the bill counts against statutory spending limits. Finding room within the non-defense discretionary budget limit for an additional \$2.79 billion of budget authority—which would be necessary if Congress does not provide the emergency designations—would be a challenging exercise.
 - If the proposed emergency-designated funds are set aside, the discretionary appropriations request drops to \$88.05 billion, \$238 million (+0.3%) more in discretionary appropriations than requested for FY2024, and \$2.01 billion (-2.4%) less than was enacted in annual appropriations for FY2024.
 - Without the emergency designated funds, seven DHS components' budgets would be reduced, including CBP (-\$1.07 billion), ICE (-\$691 million), and the U.S. Coast Guard (USCG, -\$912 million).
- The FY2025 request also includes an increase of \$2.45 billion (+12.1%) above the FY2024 requested and enacted levels of disaster relief-designated discretionary appropriations for the DRF.
 - For the fourth year in a row, the annual appropriations request for the DRF exceeded the discretionary appropriations request for any DHS component—it is more than the budgets for ICE and the Transportation Security Administration (TSA) combined.
 - The annual request for the DRF is more than four times larger than the rest of FEMA's requested discretionary budget.
 - When the DRF is set aside, the remainder of the discretionary request (base discretionary + fee-funded discretionary) is \$2.21 billion (-3.1%) below the FY2024 request and \$4.54 billion (-6.7%) below the FY2024 enacted level.
- The Administration also proposes \$7.64 billion in fee-funded discretionary budget authority (offsetting collections), a \$317 million (+4.3%) increase from the FY2024 enacted level. The structure of those offsets between the FY2025 request (released first) and the FY2024 enacted measure (released two weeks later) differs significantly:
 - The request includes \$4.40 billion in offsetting collections for TSA from the aviation security passenger fee (\$1.6 billion of which would require legislation), while the enacted measure included \$3.42 billion (\$800 million of which was from a one-time reduction in the amount of the fee dedicated to deficit reduction).
 - The next largest element of the offsetting collections after aviation security is the Federal Protective Service (FPS), which is entirely funded by fees collected from the government agencies whose facilities FPS protects. The

¹³ This was the case in FY2025, with the Administration proposing a change in the disposition of revenues from the Aviation Security Passenger Fee.

request anticipates a reduction of \$176 million (-8.0%) in the FPS budget from the FY2024 enacted level.

- Two other one-time offsetting collections in the FY2024 enacted measure budget were included in Section 546: \$320 million in U.S. Secret Service (USSS) Operations and Support appropriations was offset from the federal presidential election campaign fund; and \$364 million of FEMA grant funding was offset by a transfer of unused FEMA grant funding under P.L. 117-58.

Southwest Border Contingency Fund

As noted above, the Administration has requested \$4.7 billion in contingent appropriations, which would be made available to certain DHS components based on the number of migrant encounters at the Southwest border (see **Table 1**).

These contingent appropriations would provide additional budget authority to DHS for the Secretary to divide as needed among CBP, ICE, and/or FEMA to meet the kinds of border management needs funded through general provisions in the DHS appropriations act in recent years. DHS has indicated that the contingent appropriations would be used for “critical operations like transportation, medical care, soft-sided facilities, and Shelter and Service Program grants.”¹⁴

Table 1. FY2025 Southwest Border Contingency Fund Proposal Triggers

Date	Total SW Border Migrant Encounters	Resultant Projected Annual Total	Additional Emergency-Designated Appropriation
January 1, 2025	165,000	750,000	\$1,400,000,000
April 1, 2025	575,000	1,250,000	\$1,520,000,000
July 1, 2025	2,235,000	3,000,000	\$1,780,000,000
		Potential Total Contingent Funding	\$4,700,000,000

Source: U.S. Department of Homeland Security, *Office of the Secretary and Executive Management, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. OSEM-SWBCF-3, <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>.

DHS has noted that, based on recent history, it is likely that the first two thresholds would be met in FY2025.¹⁵ The third threshold has yet to be reached in a fiscal year.

Since the appropriations would only be provided if encounters at the border reach a certain level, and potentially would be distributed among three components based on an evolving situation, CRS cannot represent them in this analysis.

¹⁴ FY2025 Budget in Brief, p. 3.

¹⁵ Based on publicly available CBP Southwest Border Land Encounter Data, the first two thresholds would have been met each year starting in FY2021, including FY2024.

Appropriations Analysis

Types of DHS Appropriations

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.¹⁶

Of the \$91.13 billion in gross discretionary budget authority requested for DHS in FY2025, \$87.77 billion (96.3%) falls into the four CAS categories and the DRF.¹⁷

The CAS structure allows for a quick survey of the level of departmental investment in these broad categories of spending through the appropriations process.¹⁸ **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.¹⁹ The following columns compare that value to the FY2024 requested and annual enacted amounts for each category.

¹⁶ 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*.

¹⁷ Roughly two-thirds of the gross discretionary budget authority not included in the CAS structure or Disaster Relief Fund for FY2025 is the Federal Protective Service (FPS), whose appropriations are fully offset by fees.

¹⁸ 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.

¹⁹ 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.

Table 2. FY2025 DHS Annual Gross Discretionary Budget Authority Request by Common Appropriations Structure (CAS) Category

(\$thousands of budget authority, does not include \$3.4 billion outside the CAS categories)

	FY2025 Request	Share of DHS Gross Discretionary Budget Authority	v. FY2024 Annual Enacted	% change	v. FY2024 Annual Request	% change
Operations and Support	57,858,186	63.5%	(1,327,405)	(2.2%)	2,001,349	3.6%
Procurement, Construction, and Improvements	2,981,385	3.3%	(435,444)	(12.7%)	(1,060,944)	(26.2%)
Research and Development	493,009	0.5%	94,121	23.6%	(49,380)	(9.1%)
Federal Assistance	3,731,065	4.1%	48,161	1.3%	(38,762)	(1.0%)
Disaster Relief Fund	22,708,000	24.9%	2,447,000	12.1%	2,301,659	11.3%

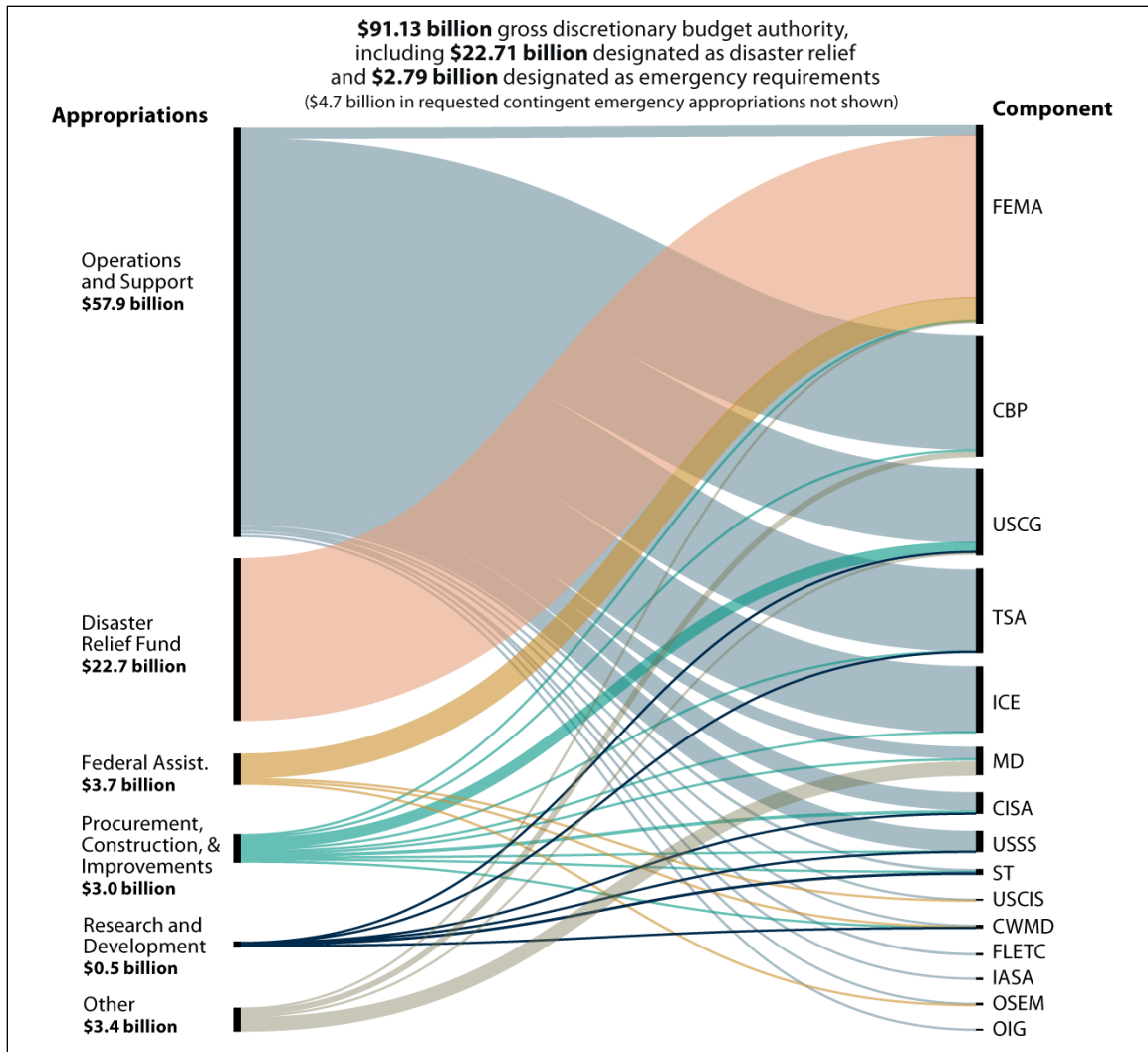
Sources: CRS analysis of the FY2025 DHS *Budget in Brief* and the FY2024 DHS appropriations explanatory statement.

Notes: Numbers in parentheses are negative. FY2024 figures do not include advance or supplemental appropriations.

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.²⁰ A black bar represents (to scale) the FY2025 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.

²⁰ Included in the “other” category are certain appropriations fully offset by fee collections 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. FY2025 DHS Annual Gross Discretionary Budget Authority Request by Category and DHS Component



Source: CRS interpretation of the FY2025 DHS *Budget in Brief*.

Notes: 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 = Management Directorate; CISA = Cybersecurity and Infrastructure Security Agency; USSS = U.S. Secret Service; ST = Science and Technology Directorate; USCIS = U.S. Citizenship and Immigration Services; CWMD = Countering Weapons of Mass Destruction Office; FLETC = Federal Law Enforcement Training Centers; IASA = Intelligence, Analysis, and Situational Awareness; OSEM = Office of the Secretary and Executive Management; OIG = Office of Inspector General.

Comparing the FY2025 Request to Prior-Year Levels

Table 3 presents the requested gross discretionary budget authority²¹ for FY2025 for each DHS component, as well as the funding level requested for and enacted in the FY2024 annual appropriations act, as well as in measures with supplemental appropriations.²²

- Six analytical columns on the right side of the table provide comparisons of the FY2025 requested funding levels with the FY2024 requested, enacted annual, and total enacted levels, indicating dollar and percentage change.
- Components are listed in the order in which they appear in the DHS appropriations measures.
- An indented and italicized line beneath an entry for a component entry shows the portion of the component's funding covered by adjustments for disaster relief or emergency requirements.

²¹ This includes all discretionary appropriations, without reflecting offsets or rescissions.

²² The table reflects resources provided by P.L. 118-47, Division C.

Table 3. Component-Level Analysis of DHS Budget Request (FY2024-FY2025)

(Thousands of dollars of gross discretionary budget authority)

	FY2025 Request	v. FY2024 Total	% change	v. FY2024 Annual	% change	v. FY2024 Request	% change
OSEM	358,466	(46,229)	(11.4%)	(46,229)	(11.4%)	30,411	9.3%
MD	4,008,085	(178,939)	(4.3%)	(178,939)	(4.3%)	(639,946)	(13.8%)
<i>Emergency</i>	63,365	63,365	<i>n/a</i>	63,365	<i>n/a</i>	63,365	<i>n/a</i>
IASA ^a	348,302	2,892	0.8%	2,892	0.8%	(24,953)	(6.7%)
OIG	233,206	13,079	5.9%	13,079	5.9%	4,835	2.1%
CBP	17,010,903	(3,022,231)	(15.1%)	(3,022,231)	(15.1%)	150,747	0.9%
<i>Emergency</i>	1,071,650	1,071,650	<i>n/a</i>	1,071,650	<i>n/a</i>	1,071,650	<i>n/a</i>
ICE	9,315,769	(241,293)	(2.5%)	(241,293)	(2.5%)	984,230	11.8%
<i>Emergency</i>	690,548	690,548	<i>n/a</i>	690,548	<i>n/a</i>	690,548	<i>n/a</i>
TSA	11,549,017	978,730	9.3%	978,730	9.3%	756,626	7.0%
USCG	12,323,545	566,348	4.8%	566,348	4.8%	261,081	2.2%
<i>Emergency</i>	912,202	912,202	<i>n/a</i>	912,202	<i>n/a</i>	912,202	<i>n/a</i>
USSS	2,938,381	(149,416)	(4.8%)	(149,416)	(4.8%)	(71,397)	(2.4%)
<i>Emergency</i>	18,000	18,000	<i>n/a</i>	18,000	<i>n/a</i>	18,000	<i>n/a</i>
CISA	3,009,047	136,039	4.7%	136,039	4.7%	(47,239)	(1.5%)
<i>Adv. Emergency</i>	—	(20,000)	(100.0%)	—	<i>n/a</i>	—	<i>n/a</i>
FEMA	28,154,155	(15,161,365)	(35.0%)	2,538,635	9.9%	2,270,916	8.8%
<i>Disaster Relief</i>	22,708,000	2,447,000	12.1%	2,447,000	12.1%	2,447,000	12.1%
<i>Emergency</i>	31,000	(16,369,000)	(99.8%)	31,000	<i>n/a</i>	31,000	<i>n/a</i>
<i>Adv. Emergency</i>	—	(1,320,000)	(100.0%)	—	<i>n/a</i>	—	<i>n/a</i>
USCIS	265,230	(15,910)	(5.7%)	(15,910)	(5.7%)	(599,964)	(69.3%)
FLETC	363,389	(13,811)	(3.7%)	(13,811)	(3.7%)	(15,809)	(4.2%)
S&T	836,108	94,474	12.7%	94,474	12.7%	(51,061)	(5.8%)
CWMD	418,022	8,581	2.1%	8,581	2.1%	(10,039)	(2.3%)
<i>Emergency</i>	2,000	2,000	<i>n/a</i>	2,000	<i>n/a</i>	2,000	<i>n/a</i>

Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Numbers in parentheses are negative. A “-” represents a zero value. Italicized lines are elements of the non-italicized line above it. Total enacted includes annual, supplemental, and advance appropriations made available in the fiscal year. OSEM = Office of the Secretary and Executive Management; MD = Management Directorate; IASA = Intelligence, Analysis, and Situational Awareness; OIG = Office of Inspector General; CBP = U.S. Customs and Border Protection; ICE = U.S. Immigration and Customs Enforcement; TSA = Transportation Security Administration; USCG = U.S. Coast Guard; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; FEMA = Federal Emergency Management Agency; USCIS = U.S. Citizenship and Immigration Services; FLETC = Federal Law Enforcement Training Centers; S&T = Science and Technology Directorate; CWMD = Countering Weapons of Mass Destruction Office.

- a. The request documents refer to this component as Analysis and Operations, but FY2023 and FY2024 appropriations materials refer to it as “Intelligence, Analysis, and Situational Awareness.”

DHS Staffing

The O&S appropriation for each component pays for most DHS personnel.²³ **Table 4** and **Table 5** analyze changes to DHS staffing, as illuminated by the budget request’s information on positions and full-time equivalents (FTEs)²⁴ for each component. Appropriations legislation does not explicitly set these levels, so the information is drawn from the DHS budget justifications.

As there is no comparable information in the budget request on FY2024 positions and full-time equivalents funded through the annual appropriations process, this analysis compares the requested level to those funded through the FY2023 annual appropriations measure.

In **Table 4** the first two data columns indicate the number of positions requested for each component in the FY2025 budget request—expressed numerically, and then as a percentage of total positions. The next two columns show the difference between the FY2025 request and the number of positions funded in the enacted FY2023 annual appropriations measure for DHS—expressed numerically, then as a percentage change from the baseline.²⁵ **Table 5** shows the same analysis for FTEs. Note that while the U.S. Secret Service (USSS) has more than 2,000 more positions than the Federal Emergency Management Agency (FEMA) in the FY2023 request, FEMA doubles its requested FTE count.

Table 4. Analysis of DHS Requested Positions for FY2025

	Positions by Component in the FY2025 Request	% of DHS Positions in the FY2025 Request	Change in Positions Funded from FY2023	% Change
U.S. Customs and Border Protection	68,069	26.4%	1,098	1.6%
Transportation Security Administration	62,893	24.4%	961	1.6%
U.S. Coast Guard	52,273	20.3%	(227)	(0.4%)
U.S. Citizenship and Immigration Services	25,432	9.9%	2,623	11.5%
U.S. Immigration and Customs Enforcement	21,479	8.3%	289	1.4%
U.S. Secret Service	8,300	3.2%	(5)	(0.1%)
Federal Emergency Management Agency	6,186	2.4%	132	2.2%
Management Directorate	4,138	1.6%	(21)	(0.5%)
Cybersecurity and Infrastructure Security Agency	4,021	1.6%	276	7.4%
Federal Law Enforcement Training Centers	1,115	0.4%	0	0.0%
Intelligence, Analysis, and Situational Awareness	1,051	0.4%	1	0.1%
Office of the Secretary and Executive Management	1,033	0.4%	(43)	(4.0%)

²³ 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.

²⁴ 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.

²⁵ This information is presented in the FY2024 *Budget in Brief* and congressional justifications, rather than in the FY2023 or FY2022 appropriations measure or explanatory statement.

	Positions by Component in the FY2025 Request	% of DHS Positions in the FY2025 Request	Change in Positions Funded from FY2023	% Change
Office of the Inspector General	809	0.3%	0	0.0%
Science and Technology Directorate	571	0.2%	(1)	(0.2%)
Countering Weapons of Mass Destruction	259	0.1%	(10)	(3.7%)
Total	257,629	100.0%	5,073	2.0%
Funded by Discretionary Fees	2,899	1.1%	27	0.9%
Funded by Mandatory Appropriations	36,925	14.3%	2,656	7.8%
Funded by Net Discretionary Appropriations	217,805	84.5%	2,390	1.1%

Source: CRS analysis of the “Comparison of Budget Authority and Request” table in the DHS Fiscal Year 2025 Congressional Justifications: Congressional Overview, p. DHS-7.

Notes: Numbers in parentheses are negative. FY2023 figures do not include advance or supplemental appropriations. Coast Guard totals reflect civilian personnel and military servicemembers.

Table 5. Analysis of DHS Requested Full-Time Equivalents (FTE) for FY2025

	FTE by Component in the FY2025 Request	% of DHS FTE in the FY2025 Request	Change in Funded FTE from FY2023	% Change
U.S. Customs and Border Protection	65,622	25.3%	2,568	4.1%
Transportation Security Administration	58,691	22.7%	2,498	4.4%
U.S. Coast Guard	51,076	19.7%	(176)	(0.3%)
U.S. Citizenship and Immigration Services	24,246	9.4%	2,580	11.9%
U.S. Immigration and Customs Enforcement	21,439	8.3%	522	2.5%
Federal Emergency Management Agency	17,328	6.7%	2,721	18.6%
U.S. Secret Service	8,296	3.2%	133	1.6%
Management Directorate	3,894	1.5%	9	0.2%
Cybersecurity and Infrastructure Security Agency	3,641	1.4%	419	13.0%
Federal Law Enforcement Training Centers	1,087	0.4%	2	0.2%
Intelligence, Analysis, and Situational Awareness	1,023	0.4%	77	8.1%
Office of the Secretary and Executive Management	957	0.4%	9	0.9%
Office of the Inspector General	778	0.3%	0	0.0%
Science and Technology Directorate	563	0.2%	19	3.5%
Countering Weapons of Mass Destruction	243	0.1%	(9)	(3.6%)
Total	258,884	100.0%	11,372	4.6%
Funded by Disaster Relief-designated Appropriations	10,770	4.2%	1,760	19.5%
Funded by Discretionary Fees	2,629	1.0%	80	3.1%

	FTE by Component in the FY2025 Request	% of DHS FTE in the FY2025 Request	Change in Funded FTE from FY2023	% Change
Funded by Mandatory Appropriations	34,159	13.2%	3,096	10.0%
Funded by Net Discretionary Appropriations	211,326	81.6%	6,436	3.1%

Source: CRS analysis of the “Comparison of Budget Authority and Request” table in the DHS *Fiscal Year 2025 Congressional Justifications: Congressional Overview*, p. DHS-7.

Notes: Numbers in parentheses are negative. FY2023 figures do not include advance or supplemental appropriations. Coast Guard totals reflect civilian personnel and military servicemembers.

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 FY2025 *Budget in Brief* and the budget justifications for each component.

Each summary begins with a figure showing two comparisons:

- The first outlines the request for FY2025, the annual enacted level for FY2024, and the request for FY2024, showing the share of each component as a black bar within the whole of DHS. The data label on the left of the bar shows the requisite level for the component (the black portion of the bar), and the label on the right shows the level for the remainder of DHS (the gray portion of the bar).
- The second outlines the breakdown by CAS appropriations category (as described above) for the request for FY2025, the annual enacted level for FY2024, and the request for FY2024.

The narrative that follows includes observations on the contributing factors to the larger changes. The appropriations request amounts include all new gross discretionary spending requested or enacted for each component. These amounts do not include supplemental appropriations, or mandatory spending, such as programs paid for directly by collected fees that have appropriations in permanent law.

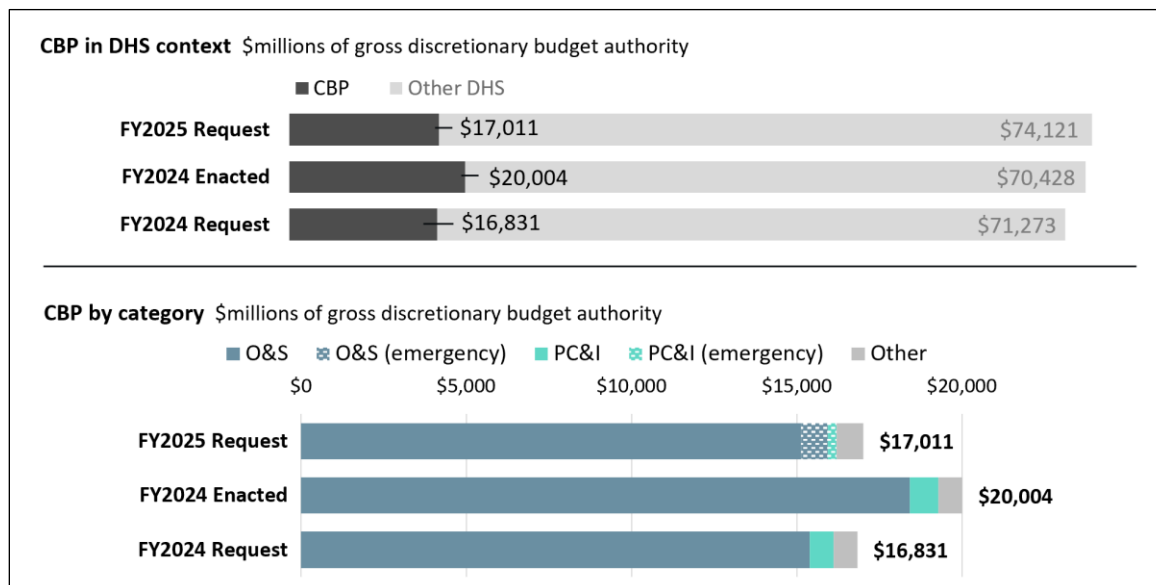
As noted above, each component’s Operations and Support appropriation includes discretionary funding for pay. An average 2.0% civilian pay and 4.5% military pay increase was requested for 2025.²⁶ Descriptions of each such appropriations note the impact of these pay increases—as well as the annualization of personnel costs of other initiatives and retirement cost adjustments—to distinguish between such pay increases and other operational funding shifts. This impact is measured against the projected funding level of an annualized FY2024 continuing resolution, as this is what was provided in the justification documents, and there is not enough available information from the FY2024 enacted annual appropriations measure to develop a more authoritative alternative.

²⁶ Pay increases cover the calendar year, rather the fiscal year.

Law Enforcement Operational Components (Title II)

U.S. Customs and Border Protection (CBP)

Figure 3. CBP Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS *Budget in Brief*, the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations. “Other” appropriations include COBRA Free Trade Agreement collections and Global Entry user fees appropriated to CBP and permanent indefinite discretionary spending for CBP services at facilities that pay user fees.

The Administration’s \$17.01 billion FY2025 gross annual appropriations request for CBP was \$2.99 billion (-15.0%) below the FY2024 enacted level, and \$179 million (+1.1%) above the level of appropriations originally requested for FY2024. However, the Administration’s request reiterated their support for billions of dollars of supplemental appropriations for CBP, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

- \$2.49 billion (-13.5%) less than enacted in FY2024 for CBP Operations and Support (O&S). The FY2025 request included
 - \$789 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives,²⁷ although this includes \$91 million in savings based on a re-analysis of pay requirements.²⁸

²⁷ U.S. Department of Homeland Security, *U.S. Customs and Border Protection, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. CBP-OS-9. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

²⁸ p. CBP-OS-18.

- \$117 million to support the hiring of 250 additional Border Patrol Agents, 135 border processing coordinators, 150 CBP Officers, 60 mission support personnel, and 41 intelligence staff;²⁹ and
- \$133 million to lower reliance on Department of Defense (DOD) capabilities at the border, which includes hiring 290 additional mission and operational support staff for Border Patrol and the Office of Field Operations, 100 additional border patrol agents, and 175 border processing coordinators.³⁰
- \$799 million of the request was designated as an emergency requirement.³¹
- The Administration had also requested \$4.47 billion in supplemental CBP O&S appropriations in its October 2023 request, and supported \$6.01 billion in supplemental appropriations for CBP O&S in the Senate-negotiated border security package.³²
- \$577 million (-67.9%) less than was enacted in FY2024 for CBP Procurement, Construction, and Improvements (PC&I). The primary driver of this change from the FY2024 enacted level is a \$381 million reduction from that baseline in Trade and Travel Assets and Infrastructure, resulting in no annual appropriations request for that activity.³³
 - The entire \$273 million CBP PC&I request for FY2025 was designated as an emergency requirement.³⁴
 - The Administration had also requested \$849 million in supplemental CBP PC&I appropriations in its October 2023 request, and supported \$759 million in supplemental appropriations for CBP O&S in the Senate-negotiated border security package.³⁵

²⁹ pp. CBP-OS-50, 51.

³⁰ pp. CBP-OS-44, 45.

³¹ p. CBP-45.

³² Young Letter, Attachment 5, p. 1; S.Amdt. 1386, Div. A.

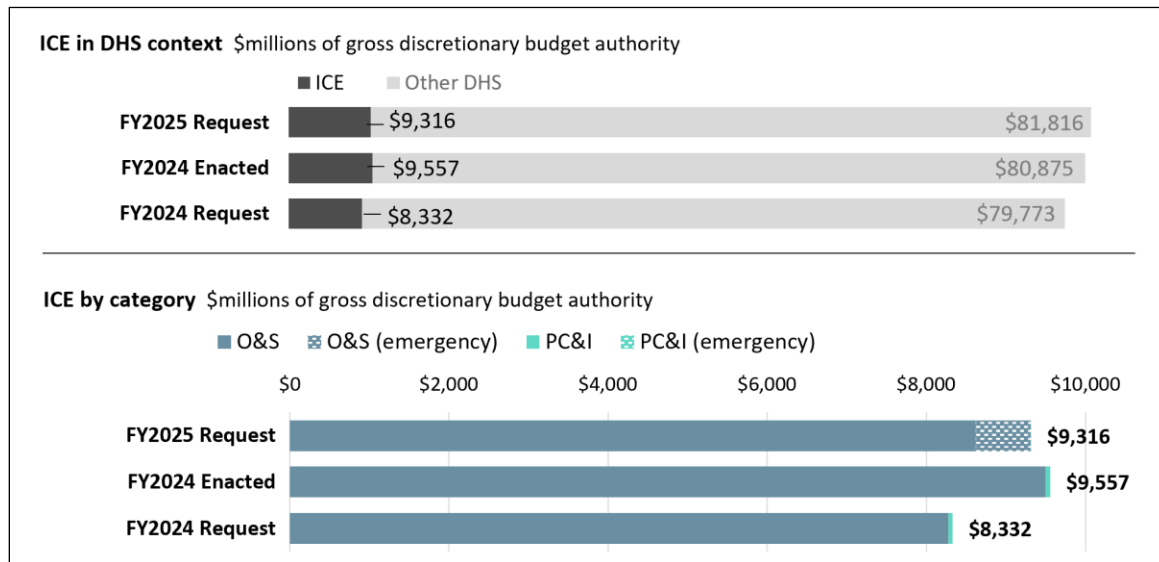
³³ p. CBP-PC&I-4.

³⁴ p. CBP-47.

³⁵ Young Letter, Attachment 5, p. 1; S.Amdt. 1386, Div. A.

U.S. Immigration and Customs Enforcement (ICE)

Figure 4. ICE Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS *Budget in Brief*, the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration's \$9.31 billion FY2025 gross annual appropriations request for ICE was \$246 million (-2.6%) below the FY2024 enacted level, and \$979 million (+11.8%) above the level of appropriations originally requested for FY2024. However, the Administration's request reiterated their support for billions of dollars of supplemental appropriations for ICE, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

- \$190 million (-2.0%) less than enacted in FY2024 for ICE Operations and Support (O&S). The FY2025 ICE O&S request included
 - \$345 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives;³⁶
 - A total of \$649 million for transportation and removal activities, \$73 million below the FY2024 enacted level;³⁷ and
 - A \$110 million reduction from the FY2024 enacted level in the Alternatives to Detention program.³⁸
 - \$686 million of the request was designated as an emergency requirement.³⁹
 - The Administration had also requested \$2.54 billion in supplemental ICE O&S appropriations in its October 2023 request, and supported \$7.60 billion

³⁶ U.S. Department of Homeland Security, *U.S. Immigration and Customs Enforcement, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. ICE-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

³⁷ p. ICE-O&S-41.

³⁸ pp. ICE-O&S-20, 21.

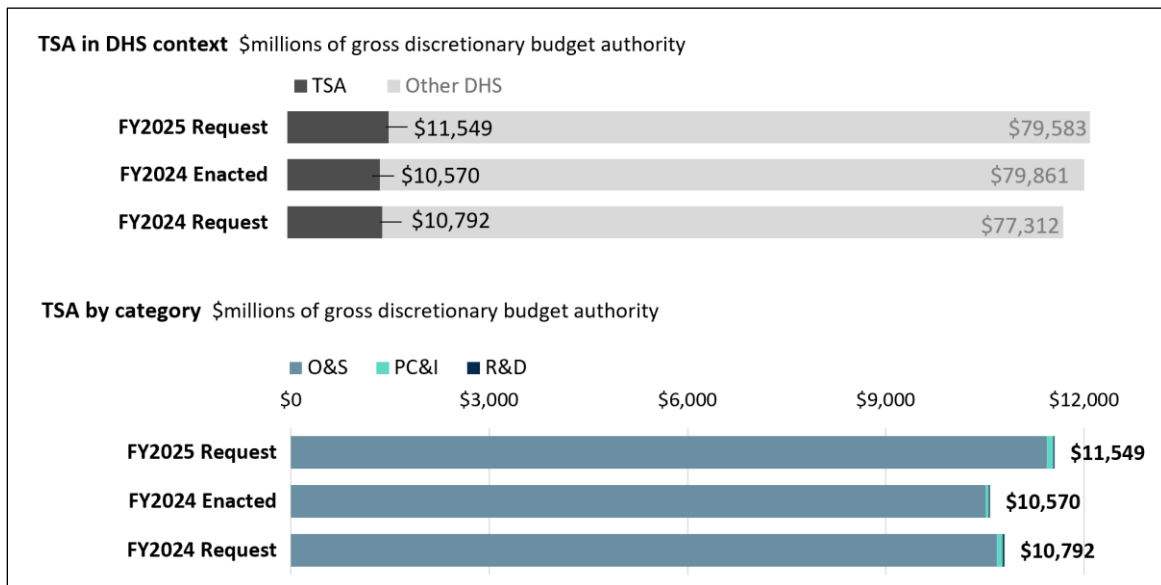
³⁹ p. ICE-20.

in supplemental appropriations for ICE O&S in the Senate-negotiated border security package.⁴⁰

- \$51 million (-91.8%) less than was enacted in FY2024 for ICE Procurement, Construction, and Improvements (PC&I).
 - The primary driver of this change from the FY2024 enacted level is a \$35 million reduction from that baseline in Operational Communications and Information Technology.⁴¹
 - \$5 million of the ICE PC&I request for FY2025 was designated as an emergency requirement.⁴²

Transportation Security Administration (TSA)

Figure 5. TSA Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$11.55 billion FY2025 gross annual appropriations request for TSA was \$979 million (+9.3%) above the FY2024 enacted level, and \$757 million (+7.0%) above the level of appropriations originally requested for FY2024. 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 indicated such a proposal would provide an additional \$1.60 billion above current law to offset TSA’s operating costs in FY2025.⁴³ The FY2025 annual appropriations request included

⁴⁰ Young Letter, Attachment 5, p. 1; S.Amdt. 1386, Div. A.

⁴¹ p. ICE-PC&I-7 and CRS analysis of the explanatory statement accompanying P.L. 118-47, Div. C.

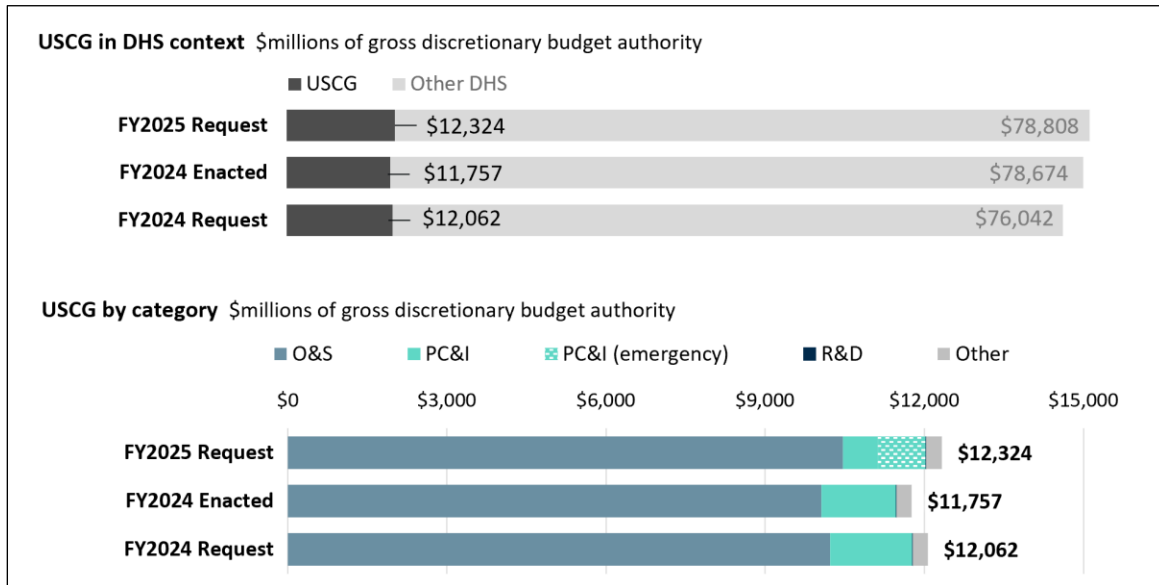
⁴² p. ICE-21.

⁴³ Department of Homeland Security, *Transportation Security Administration, Fiscal Year 2025 Congressional* (continued...)

- \$917 million (+8.7%) more than enacted in FY2024 for TSA Operations and Support (O&S). The FY2025 TSA O&S request included
 - \$890 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives, including \$368 million for annualization of TSA’s pay plan adjustment.⁴⁴
- \$58 million (142.2%) more than was enacted in FY2024 for TSA Procurement, Construction, and Improvements (PC&I). The primary driver of this change from the FY2024 enacted level is \$99 million for aviation screening checkpoint support procurement – the only activity funded in the FY2025 request.⁴⁵
- \$3 million (+22.9%) more than was enacted in FY2024 for TSA Research and Development (R&D).
 - However, this is a 38.6% reduction from the FY2024 requested level, and a 46% reduction from the FY 2023 funding level.⁴⁶
 - The reductions from the FY2023 level are driven by reductions in funding for TSA’s Innovation Task Force and digital identity reader technology.⁴⁷

U.S. Coast Guard (USCG)

Figure 6. U.S. Coast Guard (USCG) Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Justification, March 13, 2023, p. TSA-APSF-6. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2024>. Future references to this document are by page number.

⁴⁴ p. TSA-O&S-8.

⁴⁵ p. TSA-PC&I-8.

⁴⁶ p. TSA-R&D-5.

⁴⁷ p. TSA-R&D-7.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations. “Other” appropriations for the USCG include \$282 million in permanent indefinite discretionary spending for Medicare-eligible military retiree health care and \$4 million in offset resources from the USCG Housing Fund.

The Administration’s \$12.32 billion FY2025 gross annual appropriations request for the USCG was \$566 million (+4.8%) above the FY2024 enacted level, and \$261 million (+2.2%) above the level of appropriations originally requested for FY2024. The FY2025 annual appropriations request included

- \$412 million (4.1%) more than enacted in FY2024 for USCG Operations and Support (O&S). The FY2025 USCG O&S request included
 - \$467 million to cover increased pay and retirement costs and annualization from prior-year civilian and military pay and allowance initiatives;⁴⁸
 - This is partially offset by \$83 million in savings from vessel and aircraft decommissioning and a \$55 million reduction in funded vacancies.⁴⁹
- \$151 million (10.7%) more than was enacted in FY2024 for USCG Procurement, Construction, and Improvements (PC&I).
 - The primary drivers of this change from the FY2024 enacted level are increases in funding for the Inland Waterways and Western Rivers Buoy Tender (+\$134 million) and MH-60T helicopter sustainment (+\$110 million).⁵⁰
 - \$912 million of the USCG PC&I request (58.3%) was designated as an emergency requirement.⁵¹
- Less than \$1 million (-9.5%) less than enacted for USCG Research and Development (R&D), which appears to be taken as an across-the-board reduction across all five activities.⁵²

⁴⁸ U.S. Department of Homeland Security, *U.S. Coast Guard, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. USCG-O&S-6. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁴⁹ pp. USCG-O&S-13, 15.

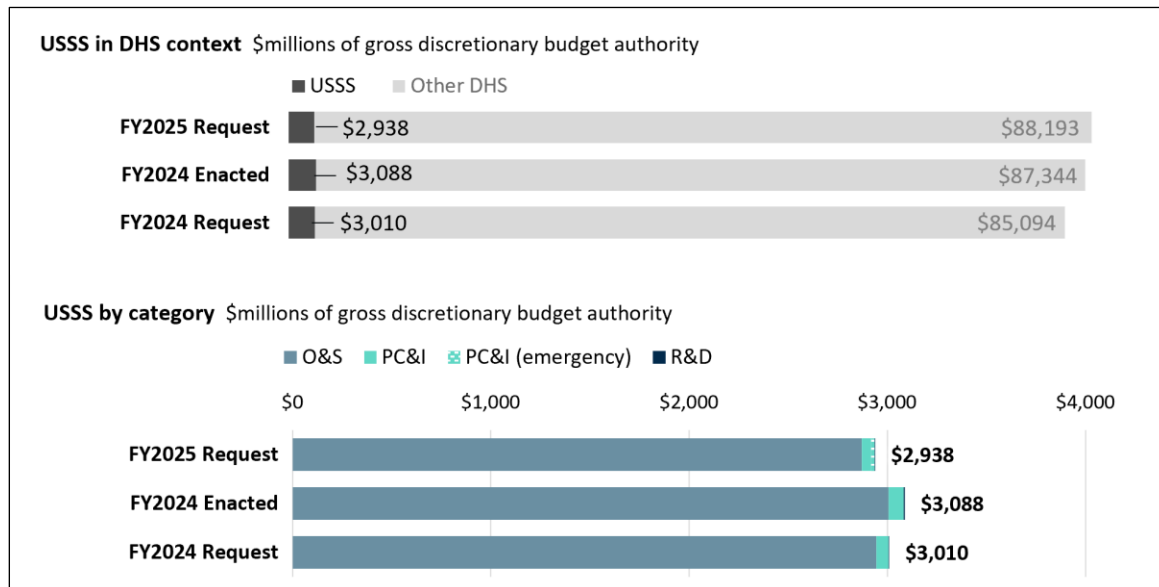
⁵⁰ p. USCG-PC&I-9.

⁵¹ p. USCG-20.

⁵² P. USCG-R&D-8.

U.S. Secret Service (USSS)

Figure 7. USSS Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS *Budget in Brief*, the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration's \$2.94 billion FY2025 gross annual appropriations request for the USSS was \$149 million (-4.8%) below the FY2024 enacted level, and \$71 million (-2.4%) below the level of appropriations originally requested for FY2024. The FY2025 annual appropriations request included

- \$135 million (-4.5%) less than enacted in FY2024 for USSS Operations and Support (O&S). The FY2025 USSS O&S request included
 - \$148 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives;⁵³
 - This was offset by a \$203 million reduction from the FY2024 enacted level in the Protective Operations activity.
- \$12 million (-16.2%) less than was enacted in FY2024 for USSS Procurement, Construction, and Improvements (PC&I). The primary driver of this change from the FY2024 enacted level is a \$7 million reduction from the FY2024 enacted level in Construction and Facility Improvements.
 - \$18 million of the request was designated as an emergency requirement.⁵⁴

⁵³ U.S. Department of Homeland Security, *U.S. Secret Service, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. USSS-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

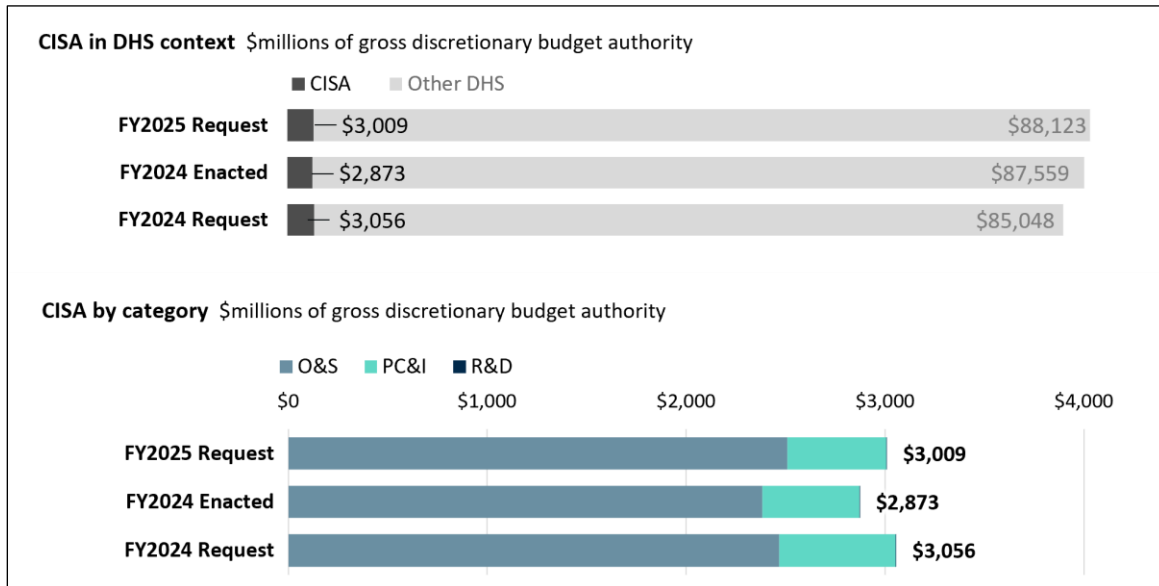
⁵⁴ p. USSS-17.

- \$2 million (-46.6%) less than was enacted in FY2024 for USSS Research and Development (R&D). This was driven by a reduction in the Protective Systems and Weapons Testing Program.⁵⁵

Incident Response and Recovery Operational Components (Title III)

Cybersecurity and Infrastructure Security Agency (CISA)

Figure 8. CISA Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$3.01 billion FY2025 gross annual appropriations request for the Cybersecurity and Infrastructure Security Agency (CISA) was \$136 million (+4.7%) above the FY2024 enacted level, and \$47 million (-1.5%) below the level of appropriations originally requested for FY2024. The FY2025 annual appropriations request included

- \$124 million (+5.2%) more than enacted in FY2024 for CISA Operations and Support (O&S). The FY2025 CISA O&S request included
 - \$95 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives, including \$27 million for contractor conversions and \$18 million for pay corrections;⁵⁶

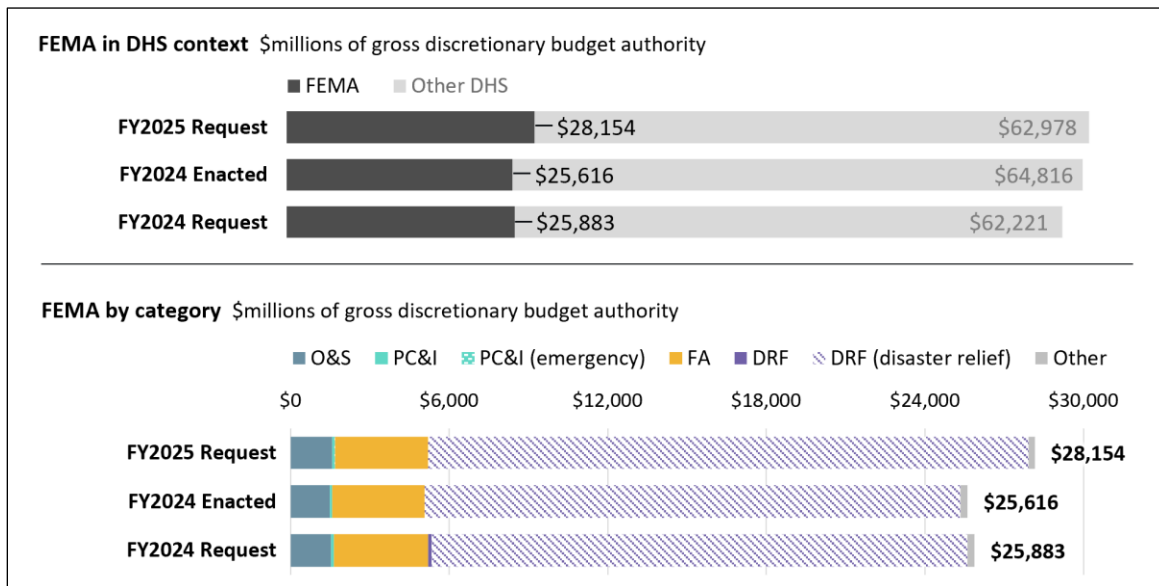
⁵⁵ p. USSS-R&D-6.

⁵⁶ U.S. Department of Homeland Security, *Cybersecurity and Infrastructure Security Agency, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. CISA-O&S-9. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

- \$10 million (+2.0%) more than was enacted in FY2024 for CISA Procurement, Construction, and Improvements (PC&I). The primary driver of this change from the FY2024 enacted level is a \$10 million increase in cybersecurity.
- \$2 million more than the less than \$1 million that was enacted in FY2024 for CISA Research and Development (R&D). Most of CISA’s investment through this appropriation is in its Technology Development and Deployment Program.⁵⁷

Federal Emergency Management Agency (FEMA)

Figure 9. FEMA Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$28.15 billion FY2025 gross annual appropriations request for the Federal Emergency Management Agency (FEMA) was 2.54 billion (+9.9%) above the FY2024 enacted level, and \$2.27 billion (+8.8%) above the level of appropriations originally requested for FY2024. The Administration’s request reiterated their support for \$9.5 billion in supplemental appropriations for FEMA, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

- \$89 million (+6.0%) more than enacted in FY2024 for FEMA Operations and Support (O&S). The FY2025 FEMA O&S request included
 - \$81 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives, including \$23 million to restore a one-time pay reduction in FY2023;⁵⁸

⁵⁷ p. CISA-R&D-8.

⁵⁸ U.S. Department of Homeland Security, *Federal Emergency Management Agency, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. FEMA-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

- The Administration endorsed \$10 million in supplemental FEMA O&S appropriations in the Senate-negotiated border security package to administer additional Nonprofit Security Grants.⁵⁹
- \$11 million (+10.9%) more than was enacted in FY2024 for FEMA Procurement, Construction, and Improvements (PC&I).
 - The primary driver of this change from the FY2024 enacted level is a \$33 million increase for construction and facility improvements.
 - \$31 million of the request was designated as an emergency requirement.⁶⁰
- \$26 million (+0.1%) more than was enacted in FY2024 for FEMA Federal Assistance (FA).
 - Among the larger increases Administration proposed were those for the Nonprofit Security Grant Program (+\$110 million), Flood Hazard Mapping and Risk Analysis (+\$83 million), Assistance to Firefighter Grants Program and Staffing for Adequate Fire and Emergency Response Grants (+\$61 million each), and Emergency Management Performance Grants (\$56 million).
 - Some of the larger reductions used to offset these increases were in Community Project Funding (-\$294 million), the State Homeland Security Grant Program (-\$47 million),⁶¹ and the Next Generation Warning System (-\$40 million).
- \$2.45 billion (+12.1%) more than was enacted in annual appropriations for FY2024 for the Disaster Relief Fund (DRF).
 - The DRF request constituted 80.7% of the FY2025 gross discretionary request for FEMA, and 24.9% of the entire FY2025 gross discretionary budget for DHS.
 - The entire \$22.71 billion request was for the portion of the DRF that pays costs associated with major disasters, which is eligible for a special designation that allows that amount to essentially not count against statutory discretionary budget limits and subcommittee allocations (see the text box below for further discussion).
 - The request included \$1 billion for mitigation grants under the Building Resilient Infrastructure and Communities (BRIC) program, and an unspecified amount for a reserve “to fund initial response operations for new significant events.”⁶²
 - 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.” Those costs are projected at \$811 million for FY2025. Under the FY2025 budget request, these would be paid for from unobligated balances of prior-year appropriations and projected recoveries.⁶³

⁵⁹ S.Amdt. 1386, Div. A.

⁶⁰ p. FEMA-25

⁶¹ \$15 million of this reduction was due to the Administration’s proposed shift of Tribal Homeland Security Grants to a separate budget line, rather than having it as a carveout of the State Homeland Security Grant Program.

⁶² p. FEMA-DRF-3.

⁶³ p. FEMA-DRF-27.

A New Perspective on the Disaster Relief Allowable Adjustment?

Since the enactment of the Budget Control Act of 2011 (P.L. 112-25), the costs of major disasters declared under the Stafford Act have been eligible for a special designation that adjusts discretionary spending limits and subcommittee allocations upward to make room for them. A statutory formula establishes just how far those limits can be adjusted. Although the original adjustment expired at the end of FY2021, Congress and the Administration have continued to use this budgetary flexibility to provide disaster assistance, mostly through the Disaster Relief Fund (DRF). Almost all annual appropriations for the DRF since FY2012 have been so designated.

The FY2025 request for the DRF adds some new language, seeming to reinterpret the meaning of the statute. The FY2025 DHS *Budget in Brief* says (emphasis added):

The request reflects the methodology adopted in the Fiscal Responsibility Act, which is based on three components: a 10-year average of disaster relief funding provided in prior years that excludes the highest and lowest years; five percent of supplemental DRF appropriations designated as emergency requirements since 2012; and carryover from the previous year. The FY 2025 request is the maximum allowable request under that methodology... (p. 70)

The congressional justification for the DRF is a little more precise:

The amount identified from this calculation is considered the maximum allowable amount that DHS can request for the Disaster Relief Fund, in addition to other U.S. government funding for disaster relief.

While the Fiscal Responsibility Act (P.L. 118-5) includes language reauthorizing this flexibility, this formula was never intended to be a formula for the calculation of the request for the DRF or a limit on how much the Administration could request for disaster assistance. While the practicalities of assembling a budget within statutory limits may restrict the amount of discretionary budget authority that could be provided for the DRF (without exercising the disaster relief adjustment or designating certain funding as an emergency requirement), the law itself does not provide a “disaster cap” or dictate a formula for calculating the annual DRF appropriations request.

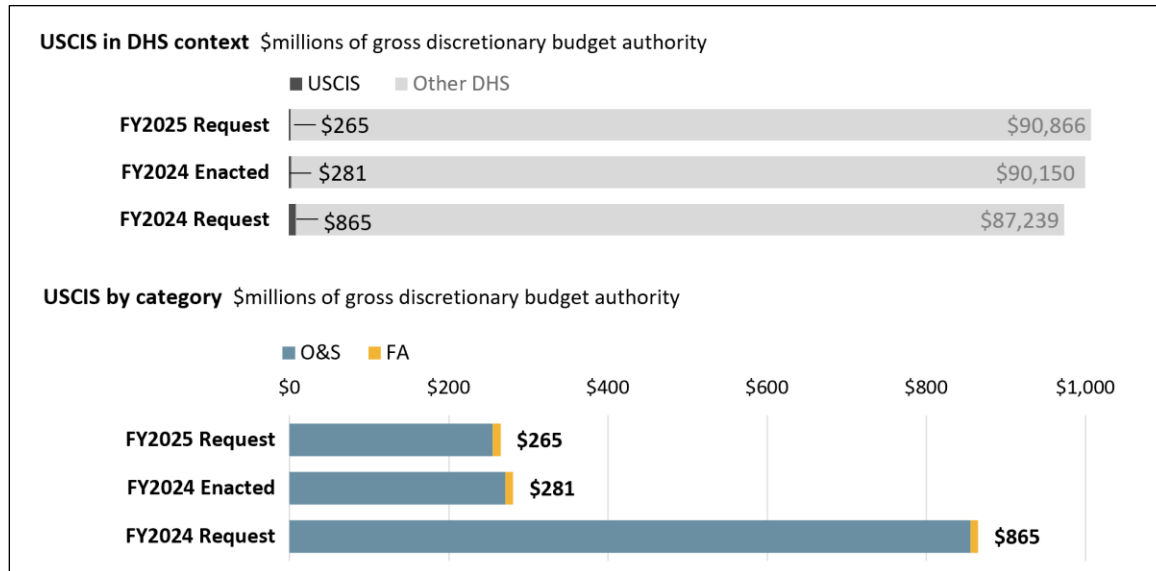
For more information on the allowable adjustment for disaster relief, see CRS In Focus IF10720, *Calculation and Use of the Disaster Relief Allowable Adjustment*, by William L. Painter.

For more information on the DRF, including historical information on how the DRF request has been calculated in the past, see CRS Report R45484, *The Disaster Relief Fund: Overview and Issues*, by William L. Painter.

Support Components (Title IV)

U.S. Citizenship and Immigration Services (USCIS)

Figure 10. USCIS Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS *Budget in Brief*, the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration's \$265 million FY2025 gross annual appropriations request for U.S. Citizenship and Immigration Services (USCIS) was \$16 million (-5.7%) below the FY2024 enacted level, and \$600 million (-69.3%) below the level of appropriations originally requested for FY2024. However, the Administration's request reiterated their support for \$4.0 billion in supplemental appropriations for USCIS through the Senate-negotiated border security package, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

- \$255 million (-5.9%) less than enacted in FY2024 for USCIS Operations and Support (O&S). The FY2025 request included \$10 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives.⁶⁴
 - The Administration endorsed \$4.0 billion in supplemental USCIS O&S appropriations in the Senate-negotiated border security package, including \$3.38 billion for hiring, \$500 million for facilities, and \$113 million for non-pay operational costs.⁶⁵

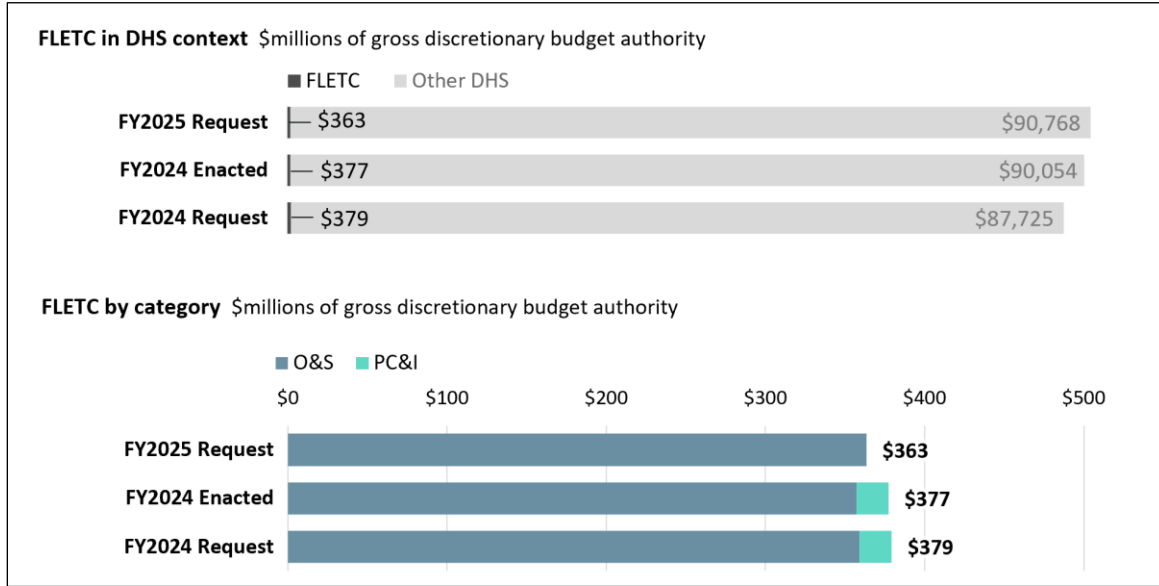
⁶⁴ U.S. Department of Homeland Security, *U.S. Citizenship and Immigration Services, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. CIS-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁶⁵ S.Amdt. 1386, Div. A.

- \$10 million for CISA Federal Assistance (FA), the same level that was requested and enacted for FY2024. This appropriation funds Citizenship and Integration Grants.⁶⁶

Federal Law Enforcement Training Centers (FLETC)

Figure 11. FLETC Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$363 million FY2025 gross annual appropriations request for the Federal Law Enforcement Training Centers (FLETC) was \$14 million (-3.7%) below the FY2024 enacted level, and \$16 million (-4.2%) below the level of appropriations originally requested for FY2024. However, the Administration’s request reiterated their support for \$7 million in supplemental appropriations for FLETC, as well as \$51 million in supplemental appropriations in the Senate-negotiated border security package. The FY2025 annual appropriations request included

- \$6 million (+1.8%) more than was enacted in FY2024 for FLETC Operations and Support (O&S). The FY2025 FLETC O&S request included
 - \$14 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives.⁶⁷
 - The Administration endorsed \$51 million in supplemental FLETC O&S in the Senate-negotiated border security package, including \$50 million for training activities and \$1 million for mission support.⁶⁸

⁶⁶ p. CIS-4.

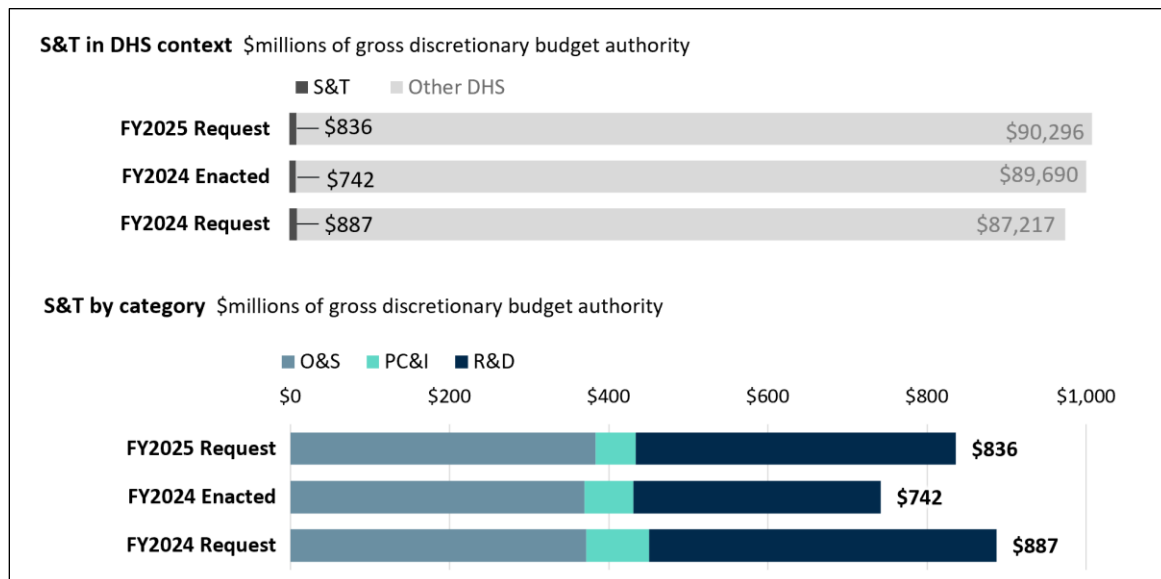
⁶⁷ U.S. Department of Homeland Security, *Federal Law Enforcement Training Centers, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. FLETC-O&S-6. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁶⁸ S.Amdt. 1386, Div. A.

- No funding was requested for FLETC Procurement, Construction and Improvements (PC&I), \$20 million less than was enacted in FY2024.⁶⁹
 - However, the Administration requested \$7 million in supplemental FLETC PC&I appropriations in its October 2023 request to deal with disaster-related damage to its facilities, and supported \$6 million in supplemental appropriations for FLETC PC&I in the Senate-negotiated border security package.⁷⁰

Science and Technology Directorate (S&T)

Figure 12. Science and Technology Directorate (S&T) Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$836 million FY2025 gross annual appropriations request for the Science and Technology Directorate (S&T) was \$94 million (+12.7%) above the FY2024 enacted level, and \$51 million (-5.8%) below the level of appropriations originally requested for FY2024. However, the Administration’s request reiterated their request for \$14 million in supplemental appropriations for S&T, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

- \$14 million (+3.7%) more than enacted in FY2024 for S&T Operations and Support (O&S). The FY2025 request included \$16 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives.⁷¹

⁶⁹ p. FLETC-14.

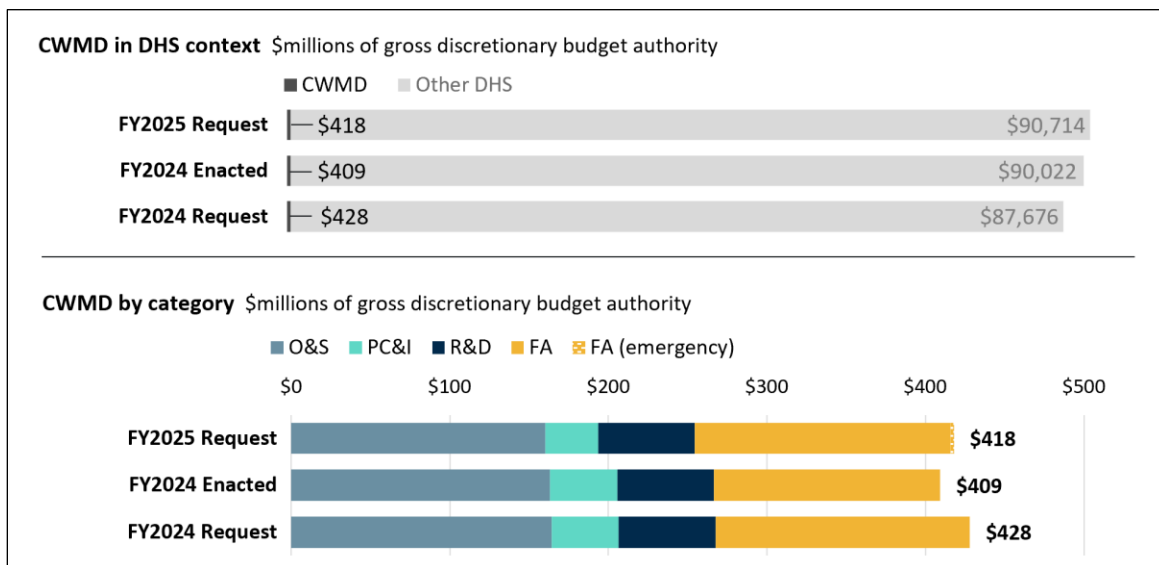
⁷⁰ Young Letter, Attachment 5, p. 1; S.Amdt. 1386, Div. A.

⁷¹ U.S. Department of Homeland Security, *U.S. Immigration and Customs Enforcement, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. ICE-O&S-8. All DHS congressional justifications are available at (continued...)

- \$11 million (-17.6%) less than was enacted in FY2024 for S&T Procurement, Construction, and Improvements (PC&I). The primary driver of the \$50 million request is a \$40 million request for work related to closure of the Plum Island research facility.⁷²
- \$92 million (+29.4%) more than was enacted in FY2024 for S&T Research and Development (R&D). \$89 million of this increase was for the Research, Development, and Innovation activity, which supports technology demonstrations and transfer of new capabilities to DHS components.⁷³
 - The Administration requested \$14 million in supplemental S&T R&D appropriations in its October 2023 request to support counter-fentanyl research and development.⁷⁴

Countering Weapons of Mass Destruction (CWMD)

Figure 13. CWMD Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$418 million FY2025 gross annual appropriations request for Countering Weapons of Mass Destruction (CWMD) was \$9 million (+2.1%) above the FY2024 enacted level, and \$10 million (-2.3%) below the level of appropriations originally requested for FY2024. The FY2025 annual appropriations request included

- \$3 million (-1.9%) less than enacted in FY2024 for CWMD Operations and Support (O&S). The FY2025 request included \$5 million to cover increased pay

<https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁷² p. S&T-PC&I-7.

⁷³ p. S&T-R&D-9.

⁷⁴ Young Letter, Attachment 5, p. 1.

- and retirement costs and annualization of pay from prior-year initiatives, which was offset by cuts in advisory and assistance services (-\$5 million) and funded vacancies (-\$2 million),⁷⁵
- \$9 million (-21.1%) less than was enacted in FY2024 for Procurement, Construction, and Improvements (PC&I). The primary driver of this change from the FY2024 enacted level was a \$7 million cut to portable detection systems in this account, as they are now procured through the O&S appropriation.⁷⁶
 - Level funding for CWMD Research and Development (R&D), funded at \$61 million—the same level requested and enacted for FY2024. Within the appropriation, the Administration sought \$5 million more for detection capability development, while seeking less for the Transformational Research and Development program.
 - \$21 million (+14.4%) more than was enacted in FY2024 for Federal Assistance (FA).
 - The primary driver of this change was a \$19 million increase for the BioWatch program.⁷⁷
 - \$2 million of the request was designated as an emergency requirement.⁷⁸

⁷⁵ U.S. Department of Homeland Security, *Countering Weapons of Mass Destruction, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. CWMD-O&S-5. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁷⁶ p. CWMD-PC&I-3.

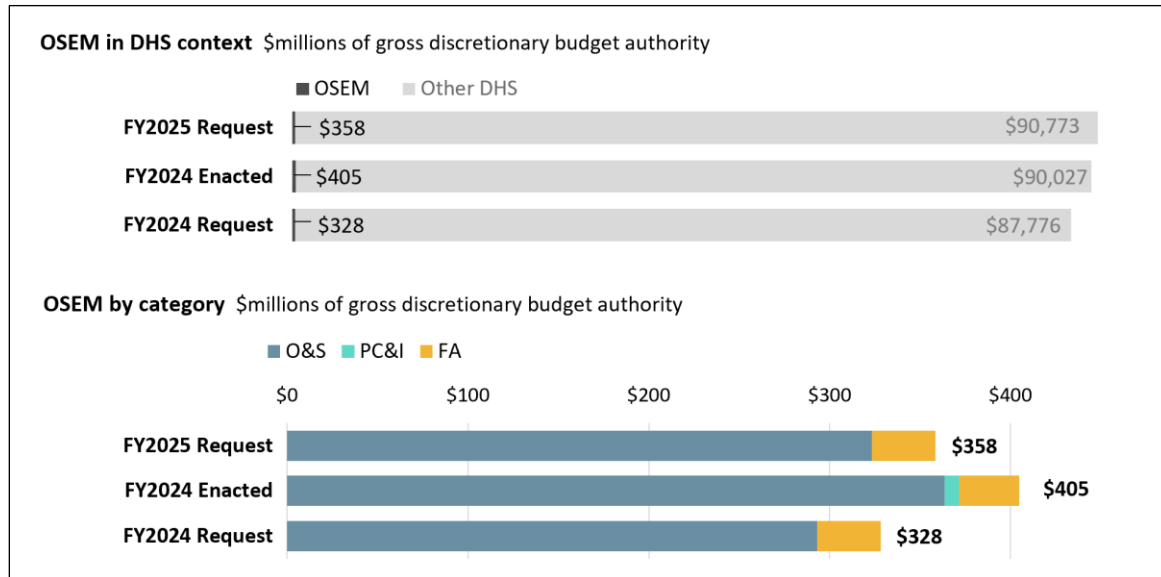
⁷⁷ p. CWMD-FA-3.

⁷⁸ p. CWMD-16.

Headquarters Components (Title I)

Office of the Secretary and Executive Management (OSEM)

Figure 14. OSEM Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS *Budget in Brief*, the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration's \$358 million FY2025 gross annual appropriations request for the Office of the Secretary and Executive Management (OSEM) was \$46 million (-11.4%) below the FY2024 enacted level, and \$30 million (+9.3%) above the level of appropriations originally requested for FY2024. However, the Administration's request reiterated their support for \$30 million in supplemental appropriations for OSEM, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

- \$40 million (-11%) less than enacted in FY2024 for OSEM Operations and Support (O&S). The FY2025 request included
 - \$17 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives, offset by \$13 million in non-recurring program changes, \$12 million from the Office of the Immigration Detention Ombudsman, and a \$9 million reduction in contracts across OSEM.⁷⁹
 - The Administration's request endorses \$30 million in OSEM O&S supplemental appropriations in the Senate-negotiated border security package, for work on migration flows and their effects.⁸⁰

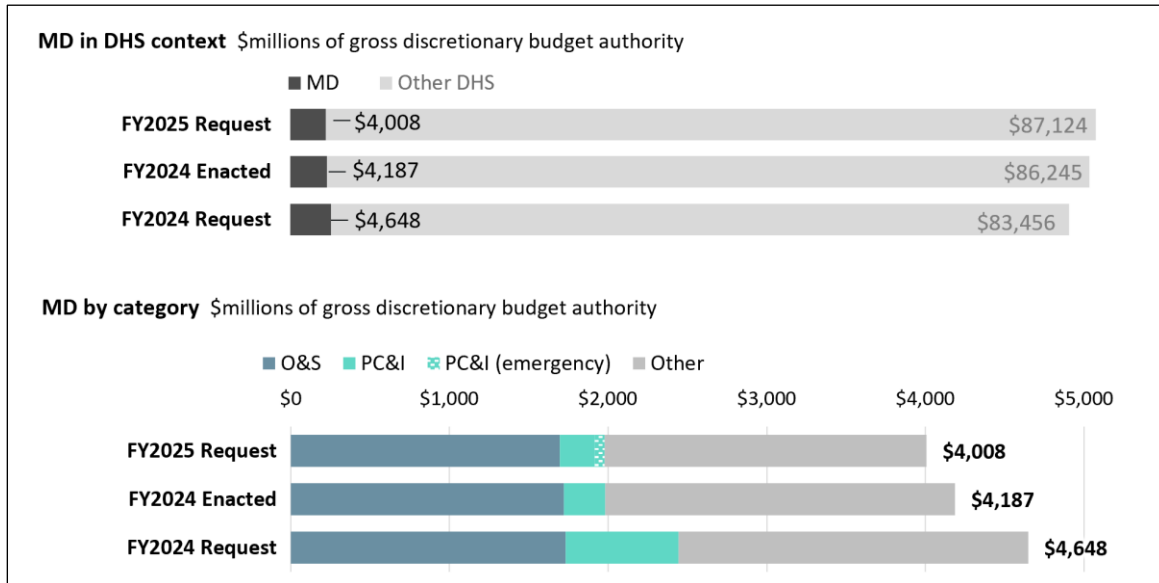
⁷⁹ U.S. Department of Homeland Security, *Office of the Secretary and Executive Management, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. OSEM-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁸⁰ S.Amdt. 1386, Div. A.

- \$2 million (6.1%) more than was enacted in FY2024 for OSEM Federal Assistance (FA).
 - The request includes an additional \$2 million for Targeted Terrorism Protection Grants.
 - All OSEM FA funding is transferred to FEMA to administer the grants.

Management Directorate (MD)

Figure 15. MD Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS *Budget in Brief*, the *Fiscal Year 2025 Budget of the U.S. Government: Appendix*, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$4.01 billion FY2025 gross annual appropriations request for the Departmental Management Directorate (MD) was \$179 million (-4.3%) below the FY2024 enacted level, and \$640 million (-13.8%) below the level of appropriations originally requested for FY2024. However, the Administration’s request reiterated their support for \$61 million in supplemental appropriations for MD, which would be available in both FY2024 and FY2025. The FY2025 annual appropriations request included

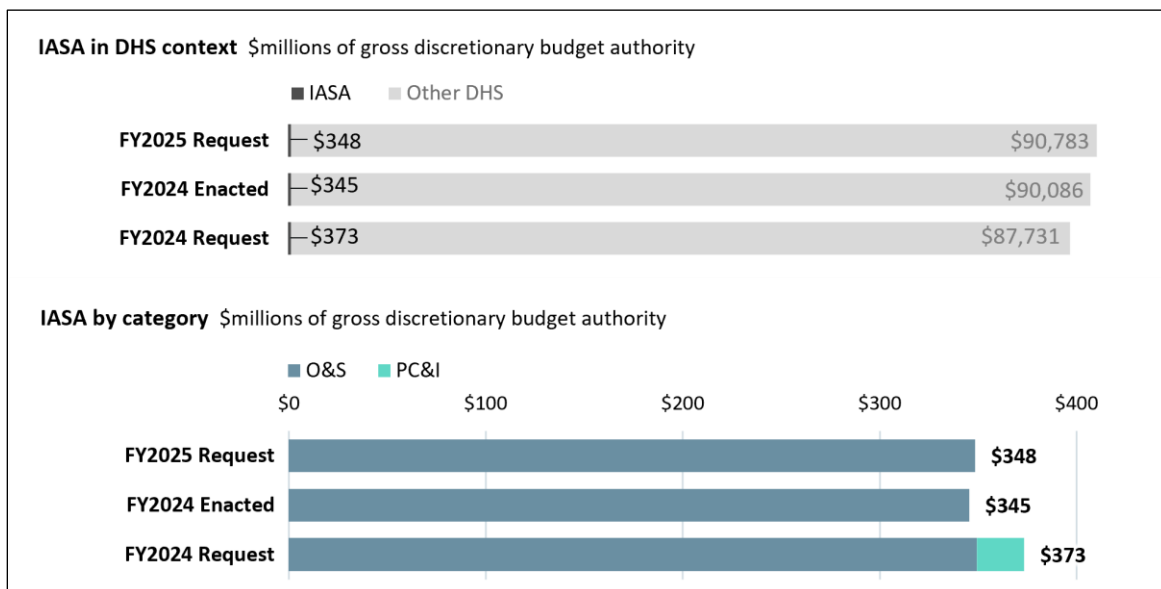
- \$72 million (-1.5%) less than enacted in FY2024 for MD Operations and Support (O&S). The FY2025 request included
 - \$35 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives.⁸¹

⁸¹ U.S. Department of Homeland Security, *Management Directorate, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. MGMT-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

- The Administration requested \$61 million in supplemental MD O&S appropriations in its October 2023 request for the Office of Biometric Identity Management (OBIM).⁸²
- \$23 million (+8.9%) more than was enacted in FY2024 for MD Procurement, Construction, and Improvements (PC&I).
 - The primary driver of this change from the FY2024 enacted level is continuing requirements for consolidation of DHS headquarters offices.⁸³
 - \$63 million of the MD PC&I request for FY2025 was designated as an emergency requirement.⁸⁴

*Intelligence, Analysis, and Situational Awareness (IASA)*⁸⁵

Figure 16. IASA Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$348 million FY2025 gross annual appropriations request for Intelligence, Analysis, and Situational Awareness (IASA) was \$3 million (+0.8%) below the FY2024 enacted level, and \$25 million (6.7%) below the level of appropriations originally requested for FY2024. Most of the details of the IASA budget are classified. The FY2025 annual appropriations request included

⁸² Young Letter, Attachment 5, p. 1. As OBIM received \$33 million above its original request for FY2024, it is unclear how much of this expressed need remains unmet as of May 1, 2024.

⁸³ p. MGMT-PC&I-6. Given the assumptions of the budget request, and the \$450 million difference between the FY2024 request and the FY2024 enacted level, it is not possible to authoritatively determine how the requested level of MD PC&I appropriation would be allocated in the present environment.

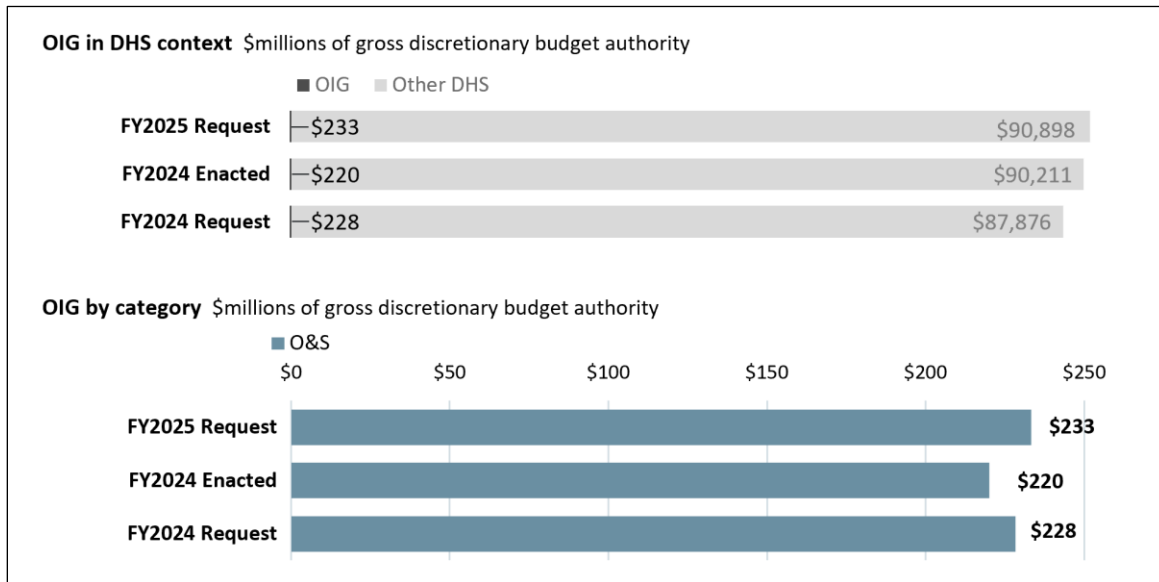
⁸⁴ pp. MGMT-18, 19.

⁸⁵ Although the FY2025 request refers to “Analysis and Operations,” the FY2024 DHS Appropriations Act refers to this component as “Intelligence, Analysis, and Situational Awareness.”

- \$3 million (+0.8%) more than enacted in FY2024 for IASA Operations and Support (O&S). The FY2025 IASA O&S request included
 - \$14 million to cover increased pay and retirement costs and annualization of pay from prior-year initiatives.⁸⁶

Office of Inspector General (OIG)

Figure 17. DHS OIG Annual Gross Discretionary Budget Authority, FY2024-FY2025



Sources: CRS analysis of the FY2025 DHS Budget in Brief, the Fiscal Year 2025 Budget of the U.S. Government: Appendix, and the FY2024 DHS Appropriations Act explanatory statement.

Notes: Amounts do not include the effects of transfers, mandatory spending for fee-funded programs, offsetting collections, or advance or supplemental appropriations.

The Administration’s \$233 million FY2025 gross annual appropriations request for the DHS Office of Inspector General (OIG) was \$13 million (+5.9%) above the FY2024 enacted level, and \$5 million (+2.1%) above the level of appropriations originally requested for FY2024. The FY2025 annual appropriations request included

- \$13 million in additional funding to cover increased pay and retirement costs and annualization of pay from prior-year initiatives;⁸⁷ and
- \$5 million in additional funding to support implementation of “zero trust” network architecture.

The budget justification notes that the OIG submitted a funding request that included an additional \$22 million in program growth, covering:

⁸⁶ U.S. Department of Homeland Security, *Analysis and Operations, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. A&O-O&S-6. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

⁸⁷ U.S. Department of Homeland Security, *Office of Inspector General, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. OIG-O&S-8. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>. Future references to this document are by page number.

- \$4 million for information technology audits;
- \$3 million to increase data analytics capabilities;
- \$6 million to increase border security oversight;
- \$6 million to implement business process and IT systems modernization;
- \$1 million to perform unannounced inspections of ICE detention centers;
- \$2 million for body-worn cameras; and
- \$1 million to augment the Office of Integrity’s quality control division.⁸⁸

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⁸⁸ pp. OIG-O&S-4, 5.