



**Congressional  
Research Service**

Informing the legislative debate since 1914

---

# Comparing DHS Component Funding, FY2025: In Brief

June 28, 2024

**Congressional Research Service**

<https://crsreports.congress.gov>

R48115

## Contents

Introduction .....	1
FY2025 DHS Appropriations Overview .....	2
Annual Appropriations .....	2
DHS Budgetary Resources: Beyond the Score.....	2
DHS Appropriations: Comparing Scores .....	9
Emergency-Designated Funding in Annual Appropriations Measures.....	10

## Figures

Figure 1. Budget Authority for DHS Operational Components .....	8
---	---

## Tables

Table 1. DHS Annual Appropriations, FY2024-FY2025 .....	2
Table 2. DHS Budget Authority and Proposals, by Component, FY2024-FY2025 .....	4
Table 3. House-Passed DHS Annual Appropriations, FY2025, Compared.....	9

## Contacts

Author Information.....	12
-------------------------	----

## Introduction

The Department of Homeland Security Appropriations Act includes all annual appropriations for the Department of Homeland Security (DHS), providing resources to every departmental component. Its accompanying conference report or explanatory statement provides guidance for the department, including how DHS should distribute those appropriations among various programs, projects, and activities, and what additional resources Congress anticipates being available in terms of offsetting receipts and fee revenues that fund specific programs. Together, these documents form a snapshot of a significant portion of the DHS budget.

This report reviews that snapshot at the DHS component level, comparing:

- The budget authority outlined in the FY2024 annual appropriations measure and its explanatory statement;<sup>1</sup>
- Annual appropriations requested by the Biden Administration for FY2025;<sup>2</sup> and
- Funding levels included in the House-passed H.R. 8752 and H.Rept. 118-553.

The report makes note of advance and supplemental appropriations provided through various measures for FY2024 and FY2025, and identifies such funding distinctly, to allow for clear comparison on the annual appropriations packages. The report makes special note of “net discretionary appropriations” for DHS—a perspective on the net impact the legislation that funds DHS has on congressionally tracked budget totals.

For other in-depth analyses of the FY2025 DHS appropriations request and the House Appropriations Committee (HAC) response, see:

- For the budget request: CRS Report R48074, *DHS Budget Request Analysis: FY2025*, by William L. Painter; and
- For an overview of the current year’s appropriations: CRS Report R47688, *Department of Homeland Security Appropriations: FY2024 State of Play*, by William L. Painter.

For background on DHS structure and function, see CRS Report R47446, *The Department of Homeland Security: A Primer*, by William L. Painter.

---

<sup>1</sup> P.L. 118-47, Div. C. The text of the act and the explanatory statement can be found in H.Comm. Print 55-008.

<sup>2</sup> As amended by the Administration on May 22, 2024. See Letter from Joseph R. Biden, Jr., President of the United States, to The Honorable Mike Johnson, Speaker of the House of Representatives, May 22, 2024, <https://www.whitehouse.gov/wp-content/uploads/2024/05/FY-2025-Budget-Amendment-Package.pdf>.

# FY2025 DHS Appropriations Overview

## Annual Appropriations

**Table 1. DHS Annual Appropriations, FY2024-FY2025**

(billions of dollars of budget authority)

	FY2024 Enacted	FY2025 Budget Request <sup>a</sup>	House Subcommittee; Full Committee Markups; Floor Consideration
Dates of Actions	3/23/2024	3/11/2024	6/4/2024 (vv); 6/12/2024 (33-26); 6/27/24
Total Budget <sup>b</sup>	n/a	\$107.74	n/a
Gross Discretionary Appropriations	\$90.43	\$87.96	\$94.41
Offsetting Collections	\$7.32	\$7.64	\$6.12
Disaster Relief-designated Appropriations	\$20.26	\$22.39	\$22.74
Rescissions	\$1.01	\$0.20	\$0.75
<b>Net Discretionary Budget Authority</b>	<b>\$61.84</b>	<b>\$58.00</b>	<b>\$64.78</b>
Emergency-designated Annual or Contingent Appropriations	—	\$2.79 (emergency), \$4.7 (contingent emergency) <sup>c</sup>	—

**Sources:** CRS analysis of the FY2025 DHS budget request, H.Comm. Print 55-008, H.R. 8752, and H.Rept. 118-553.

**Notes:** Table includes funding levels from the most recent actions reflected in the headers. “—” equals a zero value; “n/a” indicates the value does not exist or is not available.

- a. With the exception of the Total Budget figure in this table, analyses in the report refer to the Congressional Budget Office’s (CBO’s) estimates of the President’s budget request as outlined in the detail table at the end of H.Rept. 118-553.
- b. This information is drawn from DHS budget documentation. All other amounts in the table are drawn from congressional documents, which do not reflect a total budget projection.
- c. The Administration’s request included \$2.79 billion in emergency-designated funding distributed across eight DHS components, as well as up to \$4.7 billion in contingent emergency-designated supplemental appropriations for DHS activities at the U.S.-Mexico border.

## DHS Budgetary Resources: Beyond the Score

Discussion regarding annual appropriations often centers on one of two numbers:

1. the total level of appropriations or “gross budget authority” provided in the bill;  
or
2. how the bill “scores” against budget limitations—the net discretionary budget authority, shown in bold in **Table 1**.

The gross budget authority amount includes all the budget authority in the bill: discretionary appropriations, including those designated as disaster relief or emergency requirements, regardless of offsets from collections or rescissions;<sup>3</sup> changes in mandatory programs directed by the bill; and appropriated mandatory spending. This is a representation of the total budget authority that the bill would provide the department in the fiscal year if enacted.

The “score” is a total of the net discretionary budget authority provided in the bill. The Congressional Budget Office generally determines that net value, taking into account the offsetting effects on that gross total of certain collections or rescissions, appropriations to fund mandatory programs (in the case of DHS, U.S. Coast Guard Retired Pay is an appropriation made to fulfill an existing legal obligation, so it is not “scored” as discretionary spending), and disaster relief or emergency designations of certain amounts.

The remaining level represents the “adjusted net discretionary budget authority” provided in the bill. It does not include programs with appropriations in permanent law. Many of those are listed as “fee-funded” programs, as their resources are often from fees collected in special funds for a specifically authorized purpose.

A significant portion of the total resources available to DHS is “controlled” through DHS appropriations bills and reports.<sup>4</sup> Special tables at the end of appropriations conference reports and explanatory statements include a higher level of detail on the funding provided to the department, usually at various program, project, and activity (PPA) levels. These tables—known as detail tables—serve as a level of control for interpreting statutory authorities in the bill that regulate the ability to transfer funding between appropriations or to reprogram money within an appropriation.

As the detail tables represent the most complete picture of the DHS appropriations measure and its effect on the DHS budget, **Table 2** uses their data to provide a breakdown of the resources available to DHS, distributed by component, and further broken down by funding type. This provides a more complete description of each component’s overall resource level than a review of the net discretionary appropriations alone.

Each component’s funding level is broken down in **Table 2** across three columns, representing the different phases of the appropriations process: current year (FY2024) enacted,<sup>5</sup> requested annual appropriations for the current cycle (FY2025), and the House-passed bill. The components are ordered from largest to smallest by FY2024 enacted annual net discretionary budget authority.

Two caveats:

1. Some DHS mandatory spending is not included in the detail tables. This includes spending on flood insurance claims, as well as trust funds for the Coast Guard and the Secret Service.<sup>6</sup>

---

<sup>3</sup> A rescission is a cancellation of previously appropriated budget authority.

<sup>4</sup> For FY2023 the \$82.69 billion in gross resources reflected in the detail table accompanying the annual appropriations measure represented 81.2% of the resources made available to DHS for FY2023, not including supplemental appropriations.

<sup>5</sup> This includes annual appropriations from P.L. 118-47, Division C, and supplemental appropriations from the Continuing Appropriations Act, 2024 (P.L. 118-15, Division A), and the Israel Security Supplemental Appropriations Act, 2024 (P.L. 118-50, Division A).

<sup>6</sup> Information about mandatory spending that is not reflected in the detail tables can be found in the Administration’s budget request. The FY2025 DHS budget request can be found on the Office of Management and Budget website, or linked directly at [http://www.whitehouse.gov/wp-content/uploads/2024/05/dhs\\_fy2025.pdf](http://www.whitehouse.gov/wp-content/uploads/2024/05/dhs_fy2025.pdf).

2. The detail tables do not reflect reimbursements between components for services provided, such as payments from partner agencies to the Federal Law Enforcement Training Centers for the cost of training programs.<sup>7</sup>

**Note:** The Administration’s proposed \$4.7 billion in emergency-designated contingent appropriations is shown in **Table 2** under the Office of the Secretary and Executive Management (OSEM). Although the Office of the Secretary would receive those funds if certain thresholds of border activity were reached in a timely fashion, they would be distributed to U.S. Customs and Border Protection, U.S. Immigration and Customs Enforcement, and the Federal Emergency Management Agency to support their activities. Given the uncertainty of whether specific distributions of those funds would be made, and at what level, their potential practical impact cannot be reflected in either **Table 2** or the ensuing figure.

**Table 2. DHS Budget Authority and Proposals, by Component, FY2024-FY2025**  
(budget authority, controlled through appropriations committee reports, in thousands of dollars)

Component / Funding Type	FY2024	FY2025	
	Enacted (annual and supplemental)	FY2025 Request	House-Passed H.R. 8752
<b>CBP</b>	<b>22,668,460</b>	<b>19,758,869</b>	<b>21,519,804</b>
Net Discretionary Funding	19,619,040	15,438,000	18,270,585
Offsetting Collections	385,000	496,000	496,000
Fee-funded Programs	2,664,420	2,753,219	2,753,219
Emergency Annual Appropriations	—	1,071,650	—
<b>USCG</b>	<b>12,904,441</b>	<b>13,534,387</b>	<b>14,207,865</b>
Net Discretionary Funding	11,753,197	11,407,345	12,993,025
Offsetting Collections	4,000	4,000	4,000
Mandatory Appropriations <sup>a</sup>	1,147,244	1,210,840	1,210,840
Emergency Annual Appropriations	—	912,202	—
<b>ICE</b>	<b>9,936,672</b>	<b>9,695,379</b>	<b>10,902,401</b>
Net Discretionary Funding	9,557,062	8,625,221	10,522,791
Fee-funded Programs	379,610	379,610	379,610
Emergency Annual Appropriations	—	690,548	—
<b>TSA</b>	<b>10,826,287</b>	<b>11,711,367</b>	<b>11,748,643</b>
Net Discretionary Funding	6,800,287	6,536,367	8,173,643
Offsetting Collections	3,770,000	4,919,000	3,319,000
Fee-funded Programs	256,000	256,000	256,000
<b>FEMA</b>	<b>43,315,520</b>	<b>27,872,155</b>	<b>28,487,866</b>
Net Discretionary Funding	5,080,537	5,175,370	5,473,081
Offsetting Collections	273,983	273,785	273,785

<sup>7</sup> Information on these projected resource flows can be found in the DHS annual budget justifications submitted to Congress. The FY2025 DHS budget justification can be found at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>.

Component / Funding Type	FY2024	FY2025	
	Enacted (annual and supplemental)	FY2025 Request	House-Passed H.R. 8752
Disaster Relief Designated	20,261,000	22,392,000	22,741,000
Emergency Annual Appropriations	—	31,000	—
Supplemental Appropriations	17,700,000	—	—
<b>USSS</b>	<b>3,087,797</b>	<b>2,938,381</b>	<b>3,160,110</b>
Net Discretionary Funding	3,087,797	2,920,381	3,160,110
Emergency Annual Appropriations	—	18,000	—
<b>CISA</b>	<b>2,893,008</b>	<b>3,009,047</b>	<b>2,930,857</b>
Net Discretionary Funding	2,873,008	3,009,047	2,930,857
Supplemental Appropriations	20,000	—	—
<b>MD</b>	<b>4,187,024</b>	<b>4,008,085</b>	<b>3,670,262</b>
Net Discretionary Funding	1,982,637	1,915,917	1,641,459
Offsetting Collections	2,204,387	2,028,803	2,028,803
Emergency Annual Appropriations	—	63,365	—
<b>S&amp;T</b>	<b>741,634</b>	<b>836,108</b>	<b>717,591</b>
Net Discretionary Funding	741,634	836,108	717,591
<b>CWMD</b>	<b>409,441</b>	<b>418,022</b>	<b>361,313</b>
Net Discretionary Funding	409,441	416,022	361,313
Emergency Annual Appropriations	—	2,000	—
<b>OSEM</b>	<b>404,695</b>	<b>358,466</b>	<b>239,708</b>
Net Discretionary Funding	404,695	358,466	239,708
<b>FLETC</b>	<b>377,200</b>	<b>363,389</b>	<b>366,752</b>
Net Discretionary Funding	377,200	363,389	366,752
<b>IASA</b>	<b>345,410</b>	<b>348,302</b>	<b>345,360</b>
Net Discretionary Funding	345,410	348,302	345,360
<b>USCIS</b>	<b>6,267,418</b>	<b>6,960,435</b>	<b>6,807,636</b>
Net Discretionary Funding	281,140	265,230	112,431
Fee-funded Programs	5,986,278	6,695,205	6,695,205
<b>OIG</b>	<b>220,127</b>	<b>233,206</b>	<b>225,294</b>
Net Discretionary Funding	220,127	233,206	225,294
<b>TOTAL DISCRETIONARY BUDGET AUTHORITY PLUS DISASTER RELIEF AND EMERGENCY FUNDING, DHS</b>	<b>108,151,582</b>	<b>90,750,724</b>	<b>94,396,588</b>

**Sources:** CRS analysis of P.L. 118-47 and its accompanying explanatory statement, H.R. 8752, and H.Rept. 118-553.

**Notes:** Data do not reflect the impact of rescissions or advance appropriations not available in a given fiscal year. CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; ICE = U.S. Immigration and

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

- a. This mandatory appropriation is for Coast Guard Retired Pay, and is reflected in the bill, but not its discretionary totals.

**Figure 1** uses the data in **Table 2** to provide a visual representation of the resources available to seven DHS operational components—the seven largest components of DHS in terms of net discretionary budget authority:

- U.S. Customs and Border Protection (CBP),
- U.S. Coast Guard (USCG),
- Immigration and Customs Enforcement (ICE),
- Transportation Security Administration (TSA),
- Federal Emergency Management Agency (FEMA),
- U.S. Secret Service (USSS), and
- Cybersecurity and Infrastructure Security Agency (CISA).

In **Figure 1**, these seven components are listed along the bottom axis, showing the same three stages for each as in **Table 2**.

The base (medium blue) segment of each bar represents net discretionary budget authority. Atop those bars are additional bars that represent other funding types:

- offsetting collections (orange),
- programs paid for directly by fees (gray),
- mandatory appropriations (yellow),
- funding covered by disaster relief (light blue),<sup>8</sup> and
- supplemental appropriations, including advance appropriations (green).<sup>9</sup>

Atop the column describing the Administration’s request, black segments indicate emergency-designated funding for the respective components.

Among the changes **Figure 1** illuminates are

- the relative magnitude of disaster spending (which encompasses the mandatory, disaster relief-designated, and supplemental funding for FEMA) compared with other DHS funding priorities—readers may wish to note that despite the volume of disaster relief designated appropriations and \$15.5 billion in supplemental appropriations for the Disaster Relief Fund in FY2024, a nearly \$7 billion shortfall is expected for FY2024, and a further \$5 billion shortfall in FY2025, absent further supplemental appropriations;

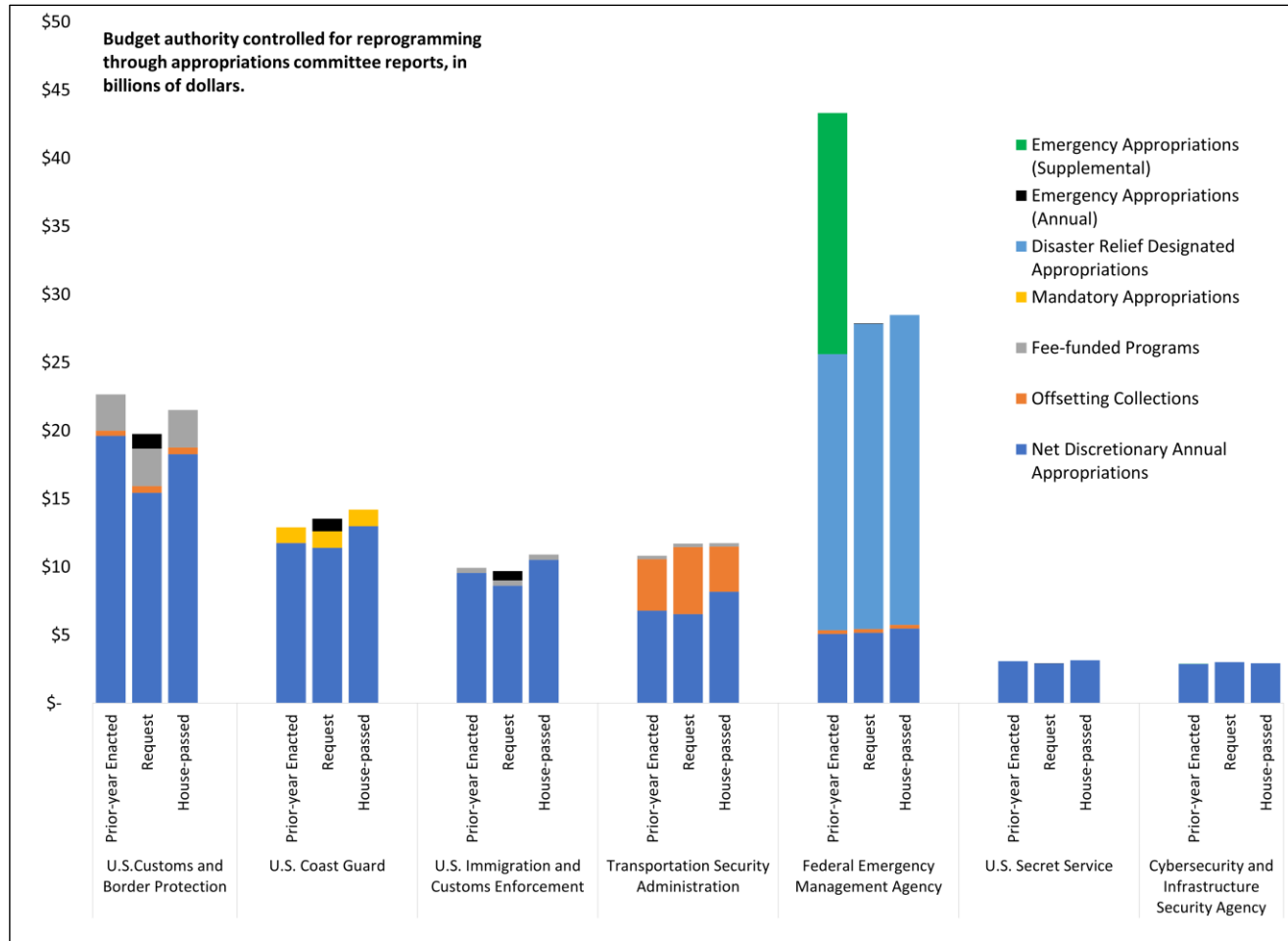
<sup>8</sup> For more details about adjustments to discretionary spending limits under the Budget Control Act, see CRS Report R45778, *Exceptions to the Budget Control Act’s Discretionary Spending Limits*, by Megan S. Lynch.

<sup>9</sup> The Congressional Budget Office scores the \$16 billion in supplemental appropriations for the Disaster Relief Fund in P.L. 118-15 as being FY2024 appropriations. Supplemental appropriations in this case also include funding from P.L. 118-50, the National Security Supplemental Appropriations Act, Division A, and advance appropriations provided in P.L. 117-58, the Infrastructure Investment and Jobs Act, Division J.



- the Administration’s proposal to use emergency designated funding (noted as black segments atop the request column) to cover some of the core budget of several components (absent that designation, the Administration’s request would score \$2.79 billion higher);
- the relative importance of fee revenues and offsetting collections across operational components, from no role at USSS and CISA, to a modest contribution to ICE, to significant portions of the CBP and TSA budgets; and
- the Administration’s proposal to provide additional offsetting fee revenue to support TSA—a one-time increase was provided for FY2024—and how appropriations measures must include additional discretionary funding to maintain the proposed budget in the absence of authorization to provide those additional revenues.

**Figure I. Budget Authority for DHS Operational Components**



**Sources:** See Table 2.

**Notes:** Data do not reflect the impact of rescissions or advance appropriations not available in a given fiscal year. Some values are not visible due to scale.

## DHS Appropriations: Comparing Scores

It is often useful to present comparative analysis to put proposed annual funding levels for DHS components in context. **Table 3** shows proposed net discretionary annual FY2025 appropriations for DHS distributed by departmental component in comparison with two common baselines described below.

The table presents an analysis of component-level net discretionary annual appropriations—appropriations provided from the Treasury that are not offset by other incoming resources or given special exemption.<sup>10</sup> Comparisons are drawn between two common baselines that are also shown in **Table 1**—the FY2025 requested annual funding level and the FY2024 enacted funding level. The first column of figures shows the FY2025 annual net discretionary amount for each component in the House-passed bill. Changes from that level are reflected in thousands of dollars, and then as a percentage. As in **Table 2**, the components are ordered from largest to smallest by FY2024 enacted annual net discretionary budget authority.

Supplemental and advance appropriations are not reflected in **Table 3**. The purpose of this table is to provide comparative perspectives on *annual* appropriations levels, as well as to improve understanding of comparative annual appropriations levels across the department, rather than to survey total resources provided by Congress.

**A Note on Methodology**

This methodology excludes the \$2.79 billion in emergency-designated funding from the Administration’s request, and does not include the \$4.7 billion in contingent emergency appropriations sought by the Administration as well. Given those exclusions and the Administration’s outstanding supplemental requests for border security, some observers may question the validity of this type of comparison.

There are many ways to compare funding proposals, and while this particular comparison may not fully illuminate the needs expressed by the Administration over the past year, it does represent the needs the Administration expressed in the budget request that merited the use of budget authority constrained by statutory limits. Likewise, it presents the House Appropriation Committee’s proposal and FY2024 act constrained by those same limits.

This comparison—and this report—allows the reader to identify areas that may be of interest for further analysis, short of a complete understanding of the potential impact of the budget proposal or the legislative response to it.

**Table 3. House-Passed DHS Annual Appropriations, FY2025, Compared**  
(net discretionary budget authority, in thousands of dollars)

Component	House-Passed H.R. 8752	v. FY2025 Annual Request		v. FY2024 Annual Enacted	
		\$	%	\$	%
CBP	18,270,585	2,832,585	18.3%	-1,348,455	-6.9%
USCG	12,993,025	1,585,680	13.9%	1,239,828	10.5%
ICE	10,522,791	1,897,570	22.0%	965,729	10.1%
TSA	8,173,643	1,637,276	25.0%	1,373,356	20.2%
FEMA	5,473,081	297,711	5.8%	392,544	7.7%
CISA	2,930,857	-78,190	-2.6%	57,849	2.0%
USSS	3,160,110	239,729	8.2%	72,313	2.3%

<sup>10</sup> The two most common types of exemption in the DHS appropriations context are the emergency designation and the disaster relief designation. These designations exempt such funding from being counted against discretionary budget limits.

Component	House-Passed	v. FY2025 Annual Request		v. FY2024 Annual Enacted	
	H.R. 8752	\$	%	\$	%
MD	1,641,459	-274,458	-14.3%	-341,178	-17.2%
S&T	717,591	-118,517	-14.2%	-24,043	-3.2%
CWMD	361,313	-54,709	-13.2%	-48,128	-11.8%
OSEM	239,708	-118,758	-33.1%	-164,987	-40.8%
FLETC	366,752	3,363	0.9%	-10,448	-2.8%
IASA	345,360	-2,942	-0.8%	-50	0.0%
USCIS	112,431	-152,799	-57.6%	-168,709	-60.0%
OIG	225,294	-7,912	-3.4%	5,167	2.3%
<b>TOTAL</b>	<b>65,534,000</b>	<b>7,685,629</b>	<b>13.3%</b>	<b>2,000,788</b>	<b>3.1%</b>

**Source:** CRS analysis of H.Rept. 118-553.

**Notes:** Data do not reflect the impact of transfers, rescissions, emergency- or disaster relief-designated funding, or advance appropriations not available in the given fiscal year. CBP = U.S. Customs and Border Protection; USCG = U.S. Coast Guard; ICE = U.S. Immigration and Customs Enforcement; TSA = Transportation Security Administration; FEMA = Federal Emergency Management Agency; USSS = U.S. Secret Service; CISA = Cybersecurity and Infrastructure Security Agency; MD = Management Directorate; S&T = Science and Technology Directorate; CWMD = Office of Countering Weapons of Mass Destruction; OSEM = Office of the Secretary and Executive Management; FLETC = Federal Law Enforcement Training Centers; IASA = Intelligence, Analysis, and Situational Awareness; USCIS = U.S. Citizenship and Immigration Services; OIG = Office of the Inspector General.

## Emergency-Designated Funding in Annual Appropriations Measures

It is atypical for annual appropriations measures to include emergency-designated appropriations. Three recent proposals indicate a willingness to consider such proposals, at least in the current constrained budget environment.

1. The Biden Administration's FY2024 budget proposal—with the inclusion of a \$4.7 billion emergency-designated contingency appropriation—could be said to have opened the door for atypical approaches. If the Administration's proposal had been enacted, ongoing activities that had been funded in the FY2023 DHS annual appropriations act could have been funded as emergency requirements in FY2024 if migrant activity at the U.S.-Mexico border reached certain thresholds.<sup>11</sup> Although the proposal was not successful, an identical proposal returned in the Administration's FY2025 request.
2. After the Administration's initial proposal, Senate Appropriations Committee-reported S. 2625 included \$4.3 billion in emergency-designated funding distributed across nine of DHS's 15 components.
3. In addition to the contingency fund that returned to the budget request for FY2025, the Administration proposed \$2.79 billion in emergency-designated

<sup>11</sup> For more details, see "Southwest Border Contingency Fund," in CRS Report R47496, *DHS Budget Request Analysis: FY2024*, by William L. Painter.

annual appropriations in its FY2025 budget request (outlined in **Table 2**), noting in its congressional justification that “This ‘shifted base’ funding concept was

4. included in 2023 appropriations and was also part of an agreement associated with the Fiscal Responsibility Act (FRA).<sup>12</sup>

The House Appropriations Committee has not included such emergency-designated funding in either its FY2024 and FY2025 measures.

## Author Information

William L. Painter  
Specialist in Homeland Security and Appropriations

---

## Disclaimer

This document was prepared by the Congressional Research Service (CRS). CRS serves as nonpartisan shared staff to congressional committees and Members of Congress. It operates solely at the behest of and under the direction of Congress. Information in a CRS Report should not be relied upon for purposes other than public understanding of information that has been provided by CRS to Members of Congress in connection with CRS's institutional role. CRS Reports, as a work of the United States Government, are not subject to copyright protection in the United States. Any CRS Report may be reproduced and distributed in its entirety without permission from CRS. However, as a CRS Report may include copyrighted images or material from a third party, you may need to obtain the permission of the copyright holder if you wish to copy or otherwise use copyrighted material.

---

<sup>12</sup> U.S. Department of Homeland Security, *U.S. Immigration and Customs Enforcement, Fiscal Year 2025 Congressional Justification*, March 11, 2024, p. ICE-20. All DHS congressional justifications are available at <https://www.dhs.gov/publication/congressional-budget-justification-fiscal-year-fy-2025>.