



**Congressional
Research Service**

Informing the legislative debate since 1914

Department of Homeland Security Appropriations: FY2014 Overview and Summary

William L. Painter

Analyst in Emergency Management and Homeland Security Policy

August 27, 2013

Congressional Research Service

7-5700

www.crs.gov

R43193

Summary

This report provides a brief outline of the FY2014 appropriations legislation for the Department of Homeland Security (DHS). The Administration requested \$39.0 billion in adjusted net discretionary budget authority for DHS for FY2014, as part of an overall budget of \$60.0 billion (including fees, trust funds, and other funding that is not appropriated or does not score against the budget caps).

Net requested appropriations for major agencies within DHS were as follows:

- Customs and Border Protection (CBP), \$10,833 million;
- Immigration and Customs Enforcement (ICE), \$4,997 million;
- Transportation Security Administration (TSA), \$4,857 million;
- Coast Guard, \$8,051 million;
- Secret Service, \$1,546 million;
- National Protection and Programs Directorate, \$1,267 million;
- Federal Emergency Management Administration (FEMA), \$3,984 million;
- Science and Technology, \$1,527 million; and
- the Domestic Nuclear Detection Office, \$1,527 million.

The Administration also requested an additional \$5.6 billion for FEMA in disaster relief funding as defined by the Budget Control Act.

H.R. 2217, the House-passed DHS appropriations bill, would provide \$39.0 billion in adjusted net discretionary budget authority. The Senate-reported version of the same bill would provide \$39.1 billion in adjusted net discretionary budget authority. Both bills would also provide the \$5.6 billion in disaster relief requested by the Administration.

For a more detailed discussion of policy matters and legislative details beyond funding levels, see CRS Report R43147, *Department of Homeland Security: FY2014 Appropriations*, coordinated by William L. Painter.

This report will be updated as events warrant.

Contents

DHS Appropriations Overview and Context	1
Note on FY2013 and Sequestration.....	2
DHS Appropriations: Comparing the Components	2
DHS Appropriations Compared to the Total DHS Budget	5
DHS Appropriations Trends: Size	5
DHS Appropriations Trends: Timing.....	7
DHS Appropriations Funding Summary by Title	7
Title I: Departmental Management and Operations	7
Title II: Security, Enforcement, and Investigations	9
Title III: Protection, Preparedness, Response, and Recovery	11
Title IV: Research and Development, Training, and Services	14
Title V: General Provisions.....	15
Provisions That Directly Affect the Cost of the Bill	16
Provisions That Do Not Affect the Cost of the Bill.....	16

Figures

Figure 1. DHS Discretionary Appropriations by Component, FY2014.....	4
Figure 2. DHS Gross Budget Breakdown: FY2014 Request.....	5
Figure 3. DHS Appropriations Legislative Timing.....	7

Tables

Table 1. DHS Net Discretionary Appropriations by Title, FY2013-FY2014	1
Table 2. DHS Discretionary Appropriations by Component, FY2014	3
Table 3. DHS Appropriations, FY2004-FY2013	6
Table 4. Title I: Departmental Management and Operations, FY2013-FY2014.....	8
Table 5. Title II: Security, Enforcement, and Investigations, FY2013-FY2014	9
Table 6. Title III: Protection, Preparedness, Response, and Recovery, FY2013-FY2014	12
Table 7. Title IV: Research and Development, Training, and Services, FY2013-FY2014	14

Contacts

Author Contact Information.....	17
---------------------------------	----

This report provides an overview of appropriations for the Department of Homeland Security (DHS). The first portion of this report provides an overview and historical context for reviewing DHS appropriations, highlighting various aspects including the comparative size of DHS components, the amount of non-appropriated funding the department receives, and trends in the timing and size of the department’s appropriations legislation. The second portion of this report provides detailed information on DHS appropriations.

DHS Appropriations Overview and Context

The DHS appropriations bill includes funding for all components and functions of the department. For FY2013, pre-sequester DHS discretionary appropriations were \$46.0 billion, with \$12.1 billion in supplemental appropriations (see **Table 1**). For FY2014, the total request was \$44.7 billion. House-passed and Senate-reported DHS appropriations legislation have similar total funding levels, \$44.6 billion and \$44.7 billion, respectively. Totals represent net discretionary budget authority, taking into account impacts of rescissions, and include emergency spending and disaster relief. Analyses that include the impact of fees and mandatory spending are found later in this report.

Table 1. DHS Net Discretionary Appropriations by Title, FY2013-FY2014
(millions of dollars of discretionary budget authority, rounded)

Title	FY2013		FY2014		
	Enacted (P.L. 113-6), pre-sequester	Supplemental (P.L. 113-2), pre-sequester	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Title I: Departmental Management and Operations	\$1,086	\$0	\$1,239	\$893	\$1,053
Title II: Security, Enforcement and Investigations	31,524 ^a	277	30,241	30,768	30,514 ^b
Title III: Protection, Preparedness, Response, and Recovery	12,320 ^c	11,788	11,009 ^d	11,544 ^d	11,582 ^d
Title IV: Research and Development, Training, and Services	1,520	7	2,214	1,890	1,885
Title V: General Provisions	-203	0	-50	-475	-83
Total	46,248	12,072	44,654	44,618	44,953

Source: CRS analysis of P.L. 113-6, its accompanying Senate explanatory statement, P.L. 113-2, the FY2014 DHS Congressional Budget Justifications, H.R. 2217, H.Rept. 113-91, and S.Rept. 113-77.

Notes: The standard legislative practice is to group rescissions with the bill’s general provisions, often resulting in that title scoring as net negative budget authority. The executive budget usually includes proposed rescissions in the impacted component’s budget request. The first FY2013 column reflects the impact of \$307 million in rescissions, including two across-the-board cuts in P.L. 113-6, while the Administration proposed \$42 million in rescissions for FY2014. For FY2014, the House Appropriations Committee recommended \$460 million in rescissions. Amounts may not total due to rounding.

- a. Includes \$254 million in funding for overseas contingency operations that does not count against the discretionary budget caps.

- b. Includes \$227 million in funding for overseas contingency operations that does not count against the discretionary budget caps.
- c. Includes \$6,400 million in disaster relief funding that does not count against the discretionary budget caps.
- d. Includes \$5,626 million in disaster relief funding that does not count against the discretionary budget caps.

Note on FY2013 and Sequestration

Past CRS reports on DHS appropriations have carried detailed comparisons with previous years' funding levels.¹ However, due to the impact of sequestration on budget authority available to the federal government under P.L. 113-6 and the Disaster Relief Appropriations Act of 2013 (P.L. 113-2), official post-sequestration numbers are not available at the program, project, and activity level. While DHS released an FY2013 Post-Sequestration Operating Plan on April 26, 2013, that report did not include the funding provided through P.L. 113-2, and press reports have indicated that reprogramming and transfer activity is underway to address the impact of the nearly across-the-board cut administered through the sequestration process on priority programs.²

As there is no detailed comprehensive statement of post-sequestration resources available to DHS, the charts in this report contain information on pre-sequester funding levels for FY2013. In all cases, the data from P.L. 113-6 account for the two across-the-board cuts included in the general provisions of the act.

DHS Appropriations: Comparing the Components

Breaking down the DHS bill by title provides limited transparency into how DHS's appropriated resources are being used. Thus, looking at funding by component can be more instructive. The components of DHS vary widely in the size of their appropriated budgets. The largest component is Customs and Border Protection (CBP), with an FY2014 request of \$10.8 billion. **Table 2** and **Figure 1** show DHS's discretionary budget authority broken down by component, from largest to smallest.³

Table 2 presents the raw numbers, while **Figure 1** presents the same data in a graphic format, with additional information on the disaster relief adjustment to the allocation allowed under the Budget Control Act (P.L. 112-25).⁴ For each set of appropriations shown in **Figure 1**, the left column shows discretionary budget authority provided through the legislation, while the right column shows that amount plus resources available under the adjustments. This comparison looks only at the new budget authority requested or provided—not budget authority rescinded to offset the cost of the bill—so the totals will differ from **Table 1**, which includes the impact of prior-year rescissions.

¹ See, for example, CRS Report R41189, *Homeland Security Department: FY2011 Appropriations*.

² See, for example, Hicks, Josh, "How Much Money Did Customs and Border Protection Need to Avoid Furloughs," *Washington Post*, Federal Eye blog, June 21, as downloaded from <http://www.washingtonpost.com/blogs/federal-eye/wp/2013/06/20/how-much-money-did-customs-and-border-protection-need-to-avoid-furloughs/>, June 21, 2013.

³ Components are arranged based on the size of their House-passed funding level.

⁴ For the purposes of this report, funding provided under these adjustments is not treated as appropriations.

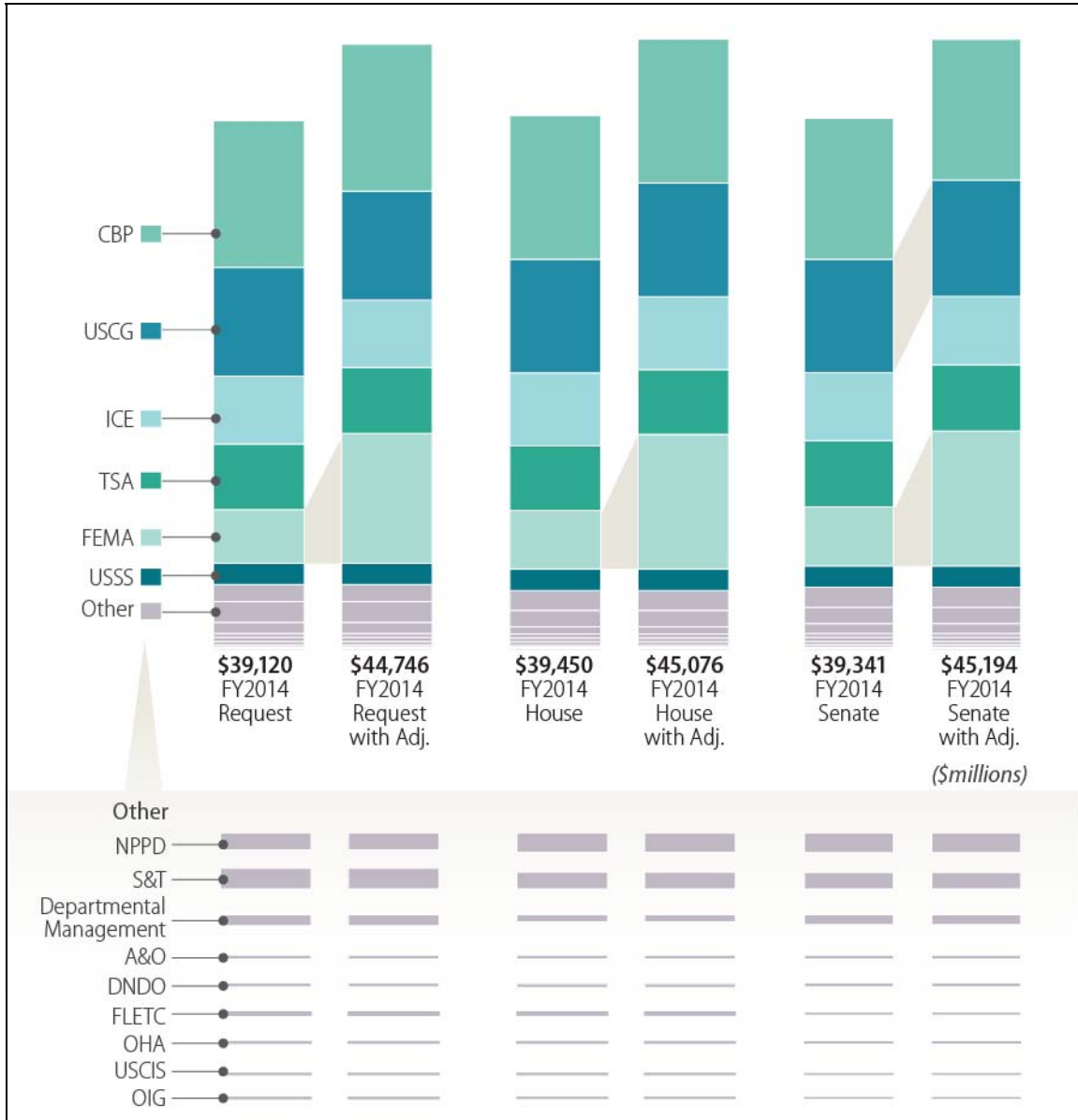
Table 2. DHS Discretionary Appropriations by Component, FY2014
(millions of dollars, rounded)

Component	FY2014 Request	FY2014 House-passed	FY2014 Senate-reported
Customs and Border Protection (CBP)	\$10,833	\$10,567	\$10,420
U.S. Coast Guard (USCG)	8,050	8,399	8,385
Immigration and Customs Enforcement (ICE)	4,997	5,384	5,054
Transportation Security Administration (TSA)	4,857	4,781	4,908
Federal Emergency Management Agency (FEMA)	3,984	4,345	4,353
U.S. Secret Service (USSS)	1,546	1,586	1,582
National Protection and Programs Directorate (NPPD)	1,267	1,459	1,474
Science & Technology Directorate (S&T)	1,527	1,225	1,218
Departmental Management	811	509	730
Analysis & Operations (A&O)	309	292	304
Domestic Nuclear Detection Office (DNDO)	291	291	289
Federal Law Enforcement Training Center (FLETC)	271	259	259
Office of Health Affairs (OHA)	132	123	128
U.S. Citizenship and Immigration Services (USCIS)	124	114	119
Office of the Inspector General (OIG)	119	114	117
Total	\$39,120	\$39,450	\$39,341

Source: H.R. 2217 and H.Rept. 113-91.

Notes: Table does not include adjustments for disaster relief or overseas contingency operations under the Budget Control Act (P.L. 112-25), rescissions of prior-year funding, or reflect non-appropriated resources available to DHS components.

Figure I. DHS Discretionary Appropriations by Component, FY2014
(millions of dollars, rounded)



Source: H.R. 2217, H.Rept. 113-91, and S.Rept. 113-77.

Notes: Totals may not add due to rounding. Figure does not display rescissions and other general provisions, or reflect non-appropriated resources available to DHS components.

CBP = Customs and Border Protection; USCG = U.S. Coast Guard; ICE = Immigration and Customs Enforcement; TSA = Transportation Security Administration; FEMA = Federal Emergency Management Administration; USSS = U.S. Secret Service; NPPD = National Protection and Programs Directorate; S&T = Science and Technology Directorate; DNDO = Domestic Nuclear Detection Office; A&O = Analysis and Operations; FLETC = Federal Law Enforcement Training Center; OHA = Office of Health Affairs; OIG = Office of the Inspector General; USCIS = U.S. Citizenship and Immigration Services; DBA = discretionary budget authority; Adj. = adjustments to the discretionary budget caps established by the Budget Control Act.

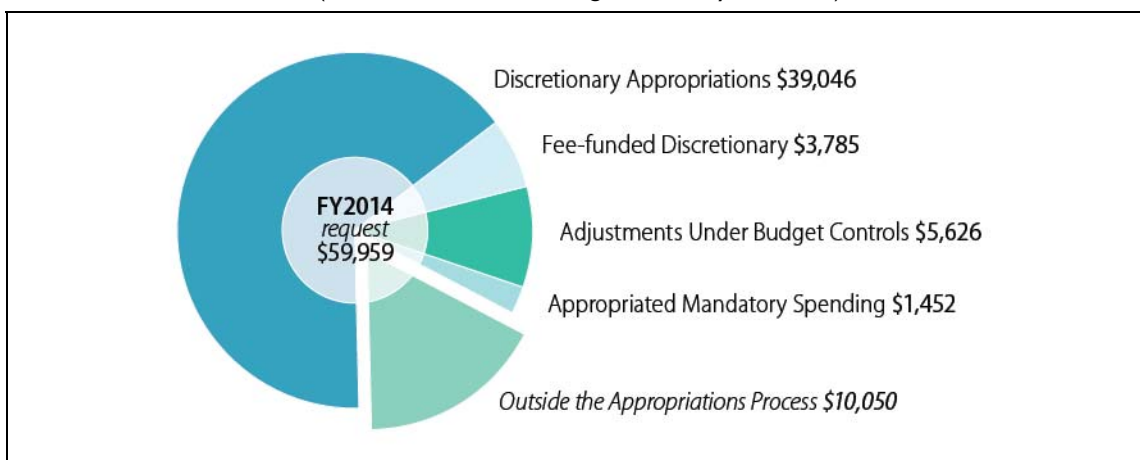
DHS Appropriations Compared to the Total DHS Budget

Figure 1, even with its accounting for discretionary cap adjustments, does not tell the whole story about the resources available to individual DHS components. Much of DHS’s budget is not derived from discretionary appropriations. Some components, such as the Transportation Security Administration (TSA), rely on fee income or offsetting collections to support a substantial portion of their activities. U.S. Citizenship and Immigration Services (USCIS), for example, obtains less than 4% of its funding through direct appropriations—the bulk of the component’s funding is derived from fee income.

Figure 2 highlights how much of the DHS budget is not funded through discretionary appropriations. It presents a breakdown of the FY2014 budget request, showing the discretionary appropriations, mandatory appropriations, and adjustments under the Budget Control Act, in the context of the total amount of budgetary resources available to DHS, as well as other non-appropriated resources. For FY2014, 67% of the DHS gross budget is funded through discretionary appropriations. The remainder of the budget is funded through fees, mandatory appropriations, BCA adjustments, and other non-appropriated resources.

The amounts shown in this graph are derived from the Administration’s budget request documents, and therefore do not exactly mirror the data presented in congressional documents, which are the source for the other data presented in the report, including **Table 2** and **Figure 1**.

Figure 2. DHS Gross Budget Breakdown: FY2014 Request
(millions of dollars in budget authority, rounded)



Source: DHS FY2014 Budget Request.

Notes: Budget numbers provided by OMB differ from congressional budget calculations due to a variety of factors, including recalculations of fee income, availability of prior-year rescissions, reprogrammings, transfers, and other factors. Totals may not add due to rounding.

DHS Appropriations Trends: Size

Table 3 presents DHS discretionary appropriations, as enacted, for FY2004 through FY2013. Generally speaking, annual appropriations for DHS rose from the establishment of the department, peaking in FY2010. However, the structural changes effected by the Budget Control Act that allowed disaster funding to be included in regular appropriations bills without being

scored against the bill’s allocation altered the downward trend as funding that might have been provided in a supplemental appropriations bill now was provided in the annual process. Without the impact of disaster relief funding, the level of annual appropriations for the department has declined each year since the FY2010 peak. Supplemental funding, which frequently addressed congressional priorities such as disaster assistance and border security, varies widely from year to year and as a result distorts year-to-year comparisons of total appropriations for DHS.

Note the table includes two lines for FY2013. The first line for FY2013, in italics, describes pre-sequester resources provided to DHS. The second FY2013 line is derived from the post-sequester operating plan for the department, which examined only what was provided through the annual appropriations bill for DHS included in P.L. 113-6. CRS does not have post-sequester totals for what was provided in P.L. 113-2.

Table 3. DHS Appropriations, FY2004-FY2013

(billions of dollars of budget authority)

	Nominal Appropriations			GDP Price Index	Constant Dollar Appropriations		
	Regular	Supplemental	Total		Regular	Supplemental	Total
FY2004	\$29.411	\$7.418	\$36.829	0.969	\$30.368	\$7.659	\$38.027
FY2005	29.557	67.328	96.885	1.000	29.557	67.328	96.885
FY2006	30.995	8.195	39.190	1.034	29.976	7.926	37.901
FY2007	34.047	4.560	38.607	1.065	31.981	4.283	36.264
FY2008	37.809	0.897	38.706	1.089	34.709	0.823	35.533
FY2009	40.070	3.143	43.213	1.103	36.318	2.849	39.167
FY2010	42.817	5.571	48.388	1.115	38.418	4.999	43.417
FY2011	42.477	0	42.477	1.138	37.329	0.000	37.329
FY2012	40.062	6.400	46.462	1.159	34.572	5.523	40.095
<i>FY2013</i>	<i>46.247</i>	<i>12.072</i>	<i>58.319</i>	<i>1.183</i>	<i>39.093</i>	<i>10.205</i>	<i>49.298</i>
FY2013 post-sequester	44.971	n/a	n/a	1.183	38.014	n/a	n/a

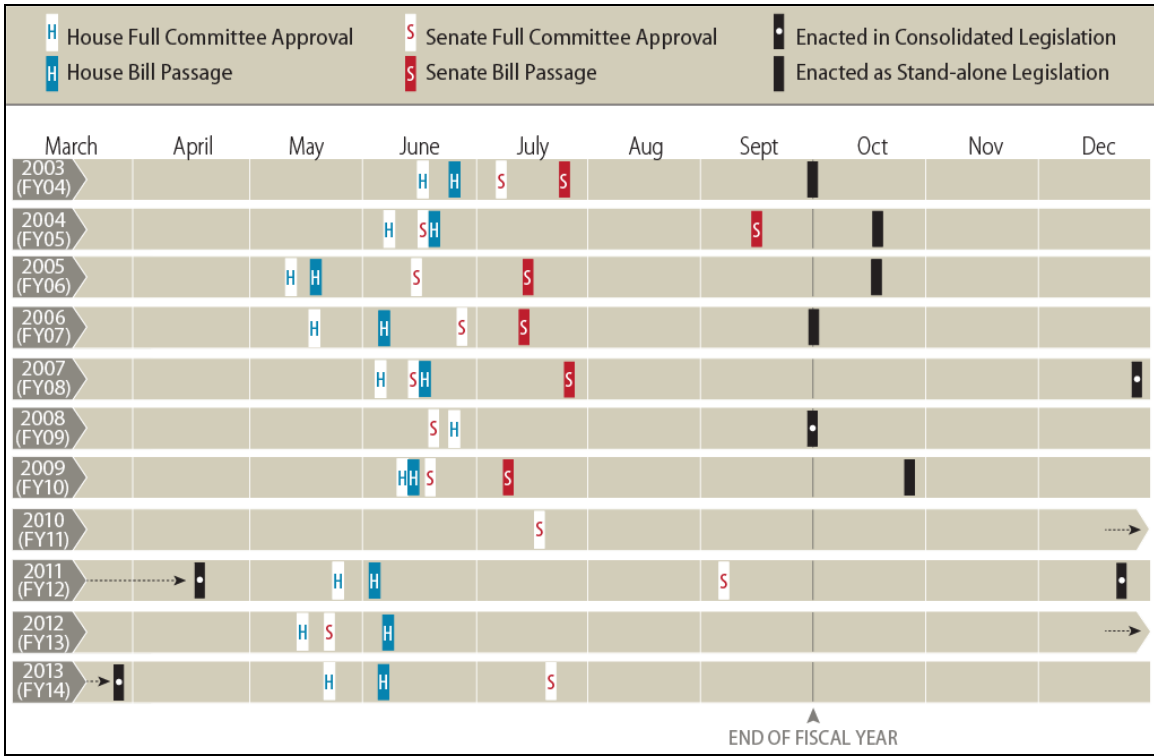
Source: CRS analysis of Congressional appropriations documents: for FY2004, H.Rept. 108-280 (accompanying P.L. 108-90), H.Rept. 108-76 (accompanying P.L. 108-11), P.L. 108-69, P.L. 108-106, and P.L. 108-303; for FY2005, H.Rept. 108-774 (accompanying P.L. 108-334), P.L. 108-324, P.L. 109-13, P.L. 109-61 and P.L. 109-62; for FY2006, H.Rept. 109-241 (accompanying P.L. 109-90), P.L. 109-148, and P.L. 109-234; for FY2007, H.Rept. 109-699 (accompanying P.L. 109-295) and P.L. 110-28; for FY2008, Division E of the House Appropriations Committee Print accompanying P.L. 110-161 and P.L. 110-252; for FY2009, Division D of House Appropriations Committee Print accompanying P.L. 110-329, P.L. 111-5, P.L. 111-8, and P.L. 111-32; for FY2010, H.Rept. 111-298 (accompanying P.L. 111-83) P.L. 111-212 and P.L. 111-230 for FY2010; for FY2011, P.L. 112-10 and H.Rept. 112-331 (accompanying P.L. 112-74); for FY2012, H.Rept. 112-331 (accompanying P.L. 112-74), and P.L. 112-77; and for FY2013, Senate explanatory statement accompanying P.L. 113-6, P.L. 113-2, and the DHS Fiscal Year 2013 Post-Sequestration Operating Plan dated April 26, 2013.

Notes: Emergency funding, appropriations for overseas contingency operations, and funding for disaster relief under the Budget Control Act’s allowable adjustment is included based on its legislative vehicle. Transfers from DOD and advance appropriations are not included. Emergency funding in regular appropriations bills is treated as regular appropriations. Numbers in italics do not reflect the impact of sequestration. Authoritative post-sequester numbers for P.L. 113-2, and therefore a post-sequester grand total for FY2013, are not available.

DHS Appropriations Trends: Timing

Figure 3 shows the history of the timing of the DHS appropriations bills as they have moved through various stages of the legislative process. Initially, DHS appropriations were enacted relatively promptly, as stand-alone legislation. However, the bill is no longer an outlier from the consolidation and delayed timing that has affected other annual appropriations legislation.

Figure 3. DHS Appropriations Legislative Timing



Source: CRS analysis.

Note: Final action on the FY2011 appropriation for DHS did not occur until April 2011, and for FY2013 until March 2013.

DHS Appropriations Funding Summary by Title

Title I: Departmental Management and Operations

Title I of the DHS appropriations bill provides funding for the department’s management activities, Analysis and Operations (A&O) account, and the Office of the Inspector General (OIG). The Administration requested \$1,239 million for these accounts in FY2014. The House-passed bill provides \$883 million, a decrease of 28.0% from the requested level. The Senate-reported bill provides \$1,054 million, 14.9% below the requested level.

Table 4 lists the pre-sequester enacted amounts for the individual components of Title I for FY2013, the Administration’s request for these components for FY2014, and the House-passed appropriations for the same. The heavy lines in this table and in similar ones later in the report

serve as a reminder that direct comparisons between the pre-sequester FY2013 funding and FY2014 proposals are not comparisons of current levels of actual spending and proposals for the coming fiscal year, as one would normally see in this type of report.

Table 4. Title I: Departmental Management and Operations, FY2013-FY2014
(millions of dollars of budget authority)

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Office of the Secretary and Executive Management	\$130	\$0	\$130	\$127	\$100	\$124
Office of the Under Secretary for Management	218	0	218	203	133	198
Office of the Chief Financial Officer	51	0	51	49	31 ^a	48
Office of the Chief Information Officer	243	0	243	327	211	263
Analysis and Operations	322	0	322	309	292	304
DHS Headquarters Consolidation ^b	0	0	0	106	0	0 ^c
Office of the Inspector General ^d	121	0	121	119	114	117
Net Budget Authority: Title I	1,087	0	1,087	1,239	883	1,054
Total Gross Budgetary Resources for Title I Components before Transfers	1,087	0	1,087	1,239	883	1,054

Sources: CRS analysis of P.L. 113-6, its accompanying Senate explanatory statement, P.L. 113-2, the FY2014 DHS Congressional Budget Justifications, H.R. 2217, H.Rept. 113-91, and S.Rept. 113-77.

Notes: Totals may not add due to rounding.

- a. This includes the impact of Section 587, a general provision added through a floor amendment which reduced this line by \$10 million.
- b. This line only reflects funding for DHS Headquarters Consolidation included in Title I of the DHS appropriations bill. Other funding has been provided under Coast Guard accounts and in general provisions in previous years.
- c. \$56 million is provided for this purpose in Coast Guard Operating Expenses and in General Provisions.
- d. The Office of the Inspector General also receives transfers from FEMA to pay for oversight of disaster-related activities that are not reflected in these tables.

Title II: Security, Enforcement, and Investigations

Title II of the DHS appropriations bill, which includes over three-quarters of the budget authority provided in the legislation, contains the appropriations for U.S. Customs and Border Protection (CBP), U.S. Immigration and Customs Enforcement (ICE), the Transportation Security Administration (TSA), the U.S. Coast Guard (USCG), and the U.S. Secret Service (USSS). The Administration requested \$30,283 million for these accounts in FY2014. The House-passed bill would provide \$30,768 million, an increase of 1.60% from the requested level. The Senate-reported bill would include \$30,514 million, an increase of 0.76% from the requested level. **Table 5** lists the enacted amounts for the individual components of Title II for FY2013, the Administration’s request for these components for FY2014, and the House-passed appropriations for the same.

Table 5. Title II: Security, Enforcement, and Investigations, FY2013-FY2014
(millions of dollars of budget authority)

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Customs and Border Protection						
Salaries and Expenses	\$8,282	\$2	\$8,284	\$9,237	\$8,276	\$7,976
Small Airport User Fee ^a	—		—	5	5	5
Automation Modernization	719		719	340	700	800
Border Security Fencing, Infrastructure, and Technology	324		324	351	361	351
Air and Marine Interdictions	798		798	428	803	756
Facilities Management	233		233	471	471	471
Appropriation	10,356	2	10,358	10,833	10,617	10,360
Fees, Mandatory Spending, and Trust Funds	1,519		1,519	2,064	2,064	2,064
Total Budgetary Resources	11,873	2	11,874	12,897	12,680	12,424
Immigration and Customs Enforcement						
Salaries and Expenses	5,387	1	5,388	4,957	5,344	5,014
Automation & Infrastructure Modernization	33		33	35	35	35

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Construction	5		5	5	5	5
Appropriation	5,426	1	5,427	4,997	5,384	5,054
Fees, Mandatory Spending, and Trust Funds	312		312	345	345	345
Total Budgetary Resources	5,738	1	5,738	5,342	5,729	5,399
Transportation Security Administration						
Aviation Security (net funding)	2,976		2,976	2,743	2,755	2,819
Surface Transportation Security	124		124	109	124	109
Transportation Threat Assessment and Credentialing (net funding)	192		192	181	183	180
Transportation Security Support	953		953	998	898	979
Federal Air Marshals	907		907	827	821	821
Appropriation	5,152		5,152	4,857	4,781	4,907
Fees, Mandatory Spending, and Trust Funds	2,399		2,399	2,541	2,436	2,436
Total Budgetary Resources	7,551		7,551	7,398	7,217	7,344
U.S. Coast Guard						
Operating Expenses	6,812		6,812	6,755	6,839	6,799
Environmental Compliance & Restoration	13		13	13	13	13
Reserve Training	132		132	110	113	122
Acquisition, Construction, & Improvements	1,543	274 ^b	1,818	951	1,223	1,230
Research, Development, Testing, and Evaluation	20		20	20	10	20
Health Care Fund Contribution ^a	203		203	201	201	201

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Discretionary Appropriation	8,723	274	8,997	8,050	8,399	8,385
Fees, Mandatory Spending, and Trust Funds	1,823		1,823	1,808	1,808	1,808
Overseas Contingency Operations Adjustment	254		254	0	0	227
Total Budgetary Resources	10,800	274	11,075	9,858	10,207	10,072
Secret Service						
Salaries and Expenses	1,554	*	1,554	1,495	1,535	1,530
Acquisition, Construction, and Improvements	57		57	52	52	52
Appropriation	1,611	*	1,611	1,546	1,586	1,582
Fees, Mandatory Spending, and Trust Funds	250		250	255	255	255
Total Budgetary Resources	1,861		1,861	1,801	1,841	1,837
Net Discretionary Budget Authority: Title II^c	31,267	277	31,544	30,283	30,768	30,289
Total Budgetary Resources for Title II Components before Transfers	37,824	277	38,102	37,191	37,675	37,424

Sources: CRS analysis of P.L. 113-6, its accompanying Senate explanatory statement, P.L. 113-2, the FY2014 DHS Congressional Budget Justifications, H.R. 2217, and H.Rept. 113-91.

Notes: Totals may not add due to rounding. An * indicates a level of funding below \$500,000, that therefore rounds to zero.

- a. In FY2014 these funds are considered permanent indefinite discretionary spending—they count against the allocation for the bill, and are ready for use without being actually included in the appropriations legislation.
- b. Transfer authority was provided in P.L. 113-2 that would allow a portion of these funds to be shifted to the Coast Guard operating expenses account.
- c. Includes adjustments under the BCA for emergency spending.

Title III: Protection, Preparedness, Response, and Recovery

Title III of the DHS appropriations bill contains the appropriations for the National Protection and Programs Directorate (NPPD), the Office of Health Affairs (OHA), and the Federal Emergency

Management Agency (FEMA). The Administration requested \$5,383 million for these accounts in FY2014. The House-passed bill would provide \$5,928 million, an increase of 10.1% above the requested level.⁵ The Senate-reported bill would provide \$5,955 million, an increase of 10.6% above the requested level. In addition, both House-passed and Senate-reported versions of this title also include a requested \$5,626 million for disaster relief that is offset by an adjustment under the Budget Control Act. **Table 6** lists the enacted amounts for the individual components of Title III for FY2013, the Administration’s request for these components for FY2014, and the House-passed and Senate-reported appropriations for the same.

Table 6. Title III: Protection, Preparedness, Response, and Recovery, FY2013-FY2014
(millions of dollars of budget authority)

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
National Protection and Programs Directorate						
Management and Administration	\$50			\$65	\$51	\$60
Infrastructure Protection and Information Security	1,156		1,156	1,202	1,177	1,209
Office of Biometric Identity Management ^a	232		232		232	206
Appropriation	1,438		1,438	1,267	1,459	1,474
Fees, Mandatory Spending, and Trust Funds	1,302		1,302	1,302	1,302	1,302
Total Budgetary Resources	2,740		2,740	2,569	2,761	2,776
Office of Health Affairs						
Appropriation	132		132	132	123	128
Fees, Mandatory Spending, and Trust Funds	0		0	0	0	0
Total Budgetary Resources	132		132	132	123	128
Federal Emergency Management Agency						

⁵ This includes the impact of \$587, a general provision added through a floor amendment which provided an additional \$10 million for FEMA.

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Salaries and Expenses	972		972	1,042	922	949
Grants and Training	2,488		2,488	2,123	2,540	2,527
U.S. Fire Administration	44		44	41	44	44
Disaster Relief Fund ^b	607		607	595	595	595
Total Disaster Relief Funding	[7,007]	[11,488]	[18,495]	[6,221]	[6,221]	[6,221]
Disaster Assistance Direct Loan Account	0	300	300	0	0	0
Flood Hazard Mapping and Risk Analysis	95		95	84	95	95
Pre-disaster Mitigation Fund	25		25	0	30	25
Emergency Food and Shelter	120		120	100	120	120
Radiological Emergency Preparedness	-1		-1	-1	-1	-1
Appropriation	4,349	6,409	10,758	3,984	4,345	4,353
Fees, Mandatory Spending, and Trust Funds	3,551		3,551	3,702	3,702	3,702
Disaster Relief Adjustment	6,400	5,379	11,779	5,626	5,626	5,626
Total Budgetary Resources	14,300	11,788	26,088	13,475	13,673	13,682
Net Budget Authority: Title III	5,920	6,409	12,329	5,383	5,928	5,955
Total Budgetary Resources for Title III Components before Transfers	17,172	11,788	28,960	16,337	16,558	16,562

Sources: CRS analysis of P.L. 113-6, its accompanying Senate explanatory statement, P.L. 113-2, the FY2014 DHS Congressional Budget Justifications, H.R. 2217, and H.Rept. 113-91.

Notes: Totals may not add due to rounding.

- The FY2013 Budget Justification requested a transfer of the US-VISIT entry-exit program from the DHS National Protection and Programs Directorate (NPPD) to CBP, but P.L. 113-6 left the entry-exit program within NPPD, renaming it the Office of Biometric Identity Management (OBIM). The FY2014 Budget Justification included a request for US-VISIT funding within the CBP Salaries and Expenses account, but House-passed H.R. 2217 mainly would fund the entry-exit program through the OBIM, as in P.L. 113-6.
- Funding for the Disaster Relief Fund (DRF) that counts against the discretionary budget caps is shown in this line, with the next line reflecting the total resources made available for the DRF. The total is equal to this

line plus the allowable adjustment for disaster relief under the BCA reflected below, which represents resources set aside to pay for FEMA’s share of federal costs associated major disasters under the Stafford Act.

Title IV: Research and Development, Training, and Services

Title IV of the DHS appropriations bill contains the appropriations for U.S. Citizenship and Immigration Services (USCIS), the Federal Law Enforcement Training Center (FLETC), the Science and Technology directorate (S&T), and the Domestic Nuclear Detection Office. The Administration requested \$2,214 million for these accounts in FY2014. The House-passed bill provides \$1,890 million, a decrease of 14.7% below the requested level. The Senate-reported bill provides \$1,885 million, a decrease of 15.0% below the requested level. **Table 7** lists the enacted amounts for the individual components of Title IV for FY2013, the Administration’s request for these components for FY2014, and the House-passed and Senate-reported appropriations for the same.

Table 7. Title IV: Research and Development, Training, and Services, FY2013-FY2014
(millions of dollars of budget authority)

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Citizenship and Immigration Services						
Appropriation	\$112		\$112	\$114	\$114	\$119
Fees, Mandatory Spending, and Trust Funds	2,882		2,882	3,095	3,095	3,100
Total Budgetary Resources	2,994		2,994	3,209	3,209	3,219
Federal Law Enforcement Training Center						
Salaries and Expenses	228		228	241	228	228
Acquisition, Construction, Improvements and Related Expenses	28		27	31	31	31
Appropriation	257		256	271	259	259
Fees, Mandatory Spending, and Trust Funds	0		0	0	0	0
Total Budgetary Resources	257		257	271	259	259

	FY2013 Enacted (pre-sequester)			FY2014 Appropriations		
	P.L. 113-6	P.L. 113-2	Total	Request	House- passed H.R. 2217	Senate- reported H.R. 2217
Science and Technology						
Management and Administration	132		132	130	129	129
Research, Development, Acquisition, and Operations	703	3	706	1,397	1,096	1,089
Appropriation	834	3	838	1,527	1,225	1,218
Fees, Mandatory Spending, and Trust Funds	0	0	0	0	0	0
Total Budgetary Resources	834	3	838	1,527	1,225	1,218
Domestic Nuclear Detection Office						
Management and Administration	40		40	38	37	37
Research, Development, and Operations	227		227	211	211	209
Systems Acquisition	51	4	55	43	43	43
Appropriation	318	4	321	291	291	289
Fees, Mandatory Spending, and Trust Funds	0	0	0	0	0	0
Total Budgetary Resources	318	4	321	291	291	289
Net Budget Authority: Title IV	1,520	7	1,527	2,217	1,890	1,885
Total Budgetary Resources for Title IV Components before Transfers	4,403	7	4,410	5,309	4,985	4,980

Sources: CRS analysis of P.L. 113-6, its accompanying Senate explanatory statement, P.L. 113-2, the FY2014 DHS Congressional Budget Justifications, H.R. 2217, and H.Rept. 113-91.

Note: Totals may not add due to rounding.

Title V: General Provisions

Title V of the DHS appropriations bill contains the general provisions for the bill. These typically include a variety of provisions that apply generally to the bill, as opposed to a single appropriation. However, general provisions may carry additional appropriations, rescissions of

prior-year appropriations, limitations on the use of funds, or permanent legislative language as well.

The Administration's request was made in relation to the general provisions for DHS included in the FY2012 appropriations act (Division D of P.L. 112-74), as the FY2013 appropriations process had not been concluded while the FY2014 request was being developed.

The Administration proposed dropping 36 general provisions, most of which they had proposed eliminating in FY2013. Eleven of those were already eliminated in the final FY2013 appropriations bill. The Administration also proposed adding 10 provisions and modifying 10 others.

While many of those modifications were simple date changes, one represented a significant change from previous practices. The Administration proposed modifying Section 503, which governs reprogramming of funds, to provide transfer authority that would allow funds to be moved between appropriations accounts within DHS to expedite response to a catastrophic event.

Provisions That Directly Affect the Cost of the Bill

House-passed H.R. 2217 included \$460 million in rescissions in Title V, while the Senate-reported version included \$241 million in rescissions. These provisions would reduce the net scoring of the bill.

The House-passed bill would provide \$34 million for DHS's data center consolidation effort through a general provision, while the Senate-reported bill would provide \$54 million in the same fashion, as well as \$43 million for DHS headquarters consolidation at St. Elizabeths. These are cross-cutting initiatives which have been funded in the past in the general provisions of the legislation. The Senate-reported bill also included legislative language to allow DHS to use fee revenues collected under the Colombia Free Trade Act, which adds \$110 million to the overall cost of the legislation.

These are the only provisions in this title that impact the score of the bill—however, fee revenues of \$50 million from Section 563 of P.L. 113-6 are reflected in the comparative statement of budget authority at the back of the House report accompanying the bill, further reducing the score of the bill by \$50 million.⁶

Provisions That Do Not Affect the Cost of the Bill

The House concurred with the Administration's request to drop three general provisions beyond the 11 that were dropped from the FY2013 DHS appropriations act. The House Appropriations Committee did not add any of the general provisions requested by the Administration—with the exception of a rescission provision that it modified⁷—and rejected the expansion of reprogramming authority.

⁶ H.Rept. 113-91, p. 175.

⁷ H.R. 2217[rfs2], §567.

The House added 19 general provisions to the bill during floor action, bringing the total number of general provisions to 84. Eighteen of these newly added general provisions prohibit the use of funds provided in the bill for specific activities.

The Senate Appropriations Committee chose to drop a provision that the House retained,⁸ kept four proposed for removal that the House did not,⁹ and added several other provisions. It added two provisions requested by the Administration—one authorizing the use of reimbursable fee agreements to fund CBP services,¹⁰ and a modified provision allowing DHS to receive donations to construct, alter, operate, or maintain land ports of entry.¹¹ The Senate-reported bill includes 72 general provisions in all.

Author Contact Information

William L. Painter
Analyst in Emergency Management and Homeland
Security Policy
wpainter@crs.loc.gov, 7-3335

⁸ Ibid., §520.

⁹ H.R. 2217[rs], §522, §526, §527, and §529.

¹⁰ Ibid., §555.

¹¹ Ibid., §566.