

Comparing DHS Component Funding, FY2025: In Brief

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Introduction

The Department of Homeland Security Appropriations Act includes all annual¹ appropriations for the Department of Homeland Security (DHS) and provides 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;²
- annual appropriations requested by the Biden Administration for FY2025;³
- funding levels included in House-passed H.R. 8752 (118th Congress); and
- amounts enacted through the terms of the Full-Year Continuing Appropriations and Extensions Act, 2025 (P.L. 119-4, Division A).

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 of the annual appropriations packages independent of those resources. The report makes special note of “net discretionary appropriations” for DHS—which provides a perspective on the net impact DHS funding has on congressionally tracked budget totals.⁴

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

- CRS Report R48074, *DHS Budget Request Analysis: FY2025*, by William L. Painter;
- CRS Report R48126, *Department of Homeland Security Appropriations: FY2025 Provisions*, by William L. Painter; and
- 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.

¹ In this series of reports analyzing Department of Homeland Security appropriations, “annual” refers to the measures (and appropriations therein) produced on a regular basis by the appropriations committees that provide the regular flow of funding for the department. In other contexts, “annual” may refer to appropriations that expire after a single year of availability for obligation.

² P.L. 118-47, Div. C. The text of the act and the explanatory statement can be found in H.Comm. Print 55-008.

³ 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.govinfo.gov/app/details/DCPD-202400447/>.

⁴ Net budget authority as the amount of budget authority available for new obligations, after taking offsets into account, such as collections of fees.

FY2025 DHS Appropriations Overview

Annual Appropriations

The following table presents a comparative summary of the FY2025 DHS appropriations throughout the appropriations process. The Senate Appropriations Committee majority released a draft of its bill, but it was not marked up, and therefore is not included in the table.⁵

Table 1. DHS Annual Appropriations, FY2024-FY2025

(billions of dollars of budget authority)

	FY2024 Enacted	FY2025 Budget Request^a	House Subcommittee; Full Committee Markups; Floor Consideration	FY2025 Full-Year Continuing Resolution
Dates of Actions	Enacted 3/23/24	Presented 3/11/24	6/4/24 (voice vote); 6/12/2024 (33-26); 6/28/24 (212-203)	House: 3/11/25 (217-213) Senate: 54-46: 3/14/25 (54-46) Enacted 3/15/25
Total Budget ^b	n/a	\$107.74	n/a	n/a
Gross Discretionary Appropriations	\$90.43	\$87.96	\$94.41	n/a^c
Adjustments—designation triggers changes to discretionary limits to accommodate certain spending				
Disaster Relief-Designated Appropriations	\$20.26	\$22.39	\$22.74	\$22.51
Emergency Requirement- Designated Appropriations	—	\$2.79 ^d	—	—
Offsets—providing additional funds or canceling existing funds reduces the net cost of the bill				
Offsetting Collections	\$7.32	\$7.64	\$6.12	n/a ^c
Rescissions	\$1.01	\$0.20	\$0.75	\$0.16 ^e
Net Discretionary “Score” (per CBO)	\$61.84	\$58.00	\$64.78	\$65.03^f
Emergency-Designated Contingent Appropriations	—	\$4.7 ^d	—	—

Sources: CRS analysis of the FY2025 DHS budget request, H.Comm. Print 55-008, H.R. 8752 (118th Congress), H.Rept. 118-553, P.L. 119-4, and CBO’s cost estimate for H.R. 1968, dated March 11, 2025.

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

- With the exception of the Total Budget figure, data in this column is based on 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.
- This information is from DHS budget documentation: congressional documents (the source of all other amounts in the table) do not make a total budget projection.

⁵ A summary of the bill, including draft text and report, were included in a press release, <https://www.appropriations.senate.gov/news/majority/bill-summary-homeland-security-fiscal-year-2025-appropriations-bill>.

- c. CBO's cost estimate of the Full-Year Continuing Appropriations Act, 2025, did not include specific breakdown of gross discretionary appropriations or offsetting collections by appropriations subcommittee.
- d. 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.
- e. In addition to rescissions, P.L. 119-4, Section 1708, derived resources for FEMA from unobligated balances for Dam Safety Grants funded in P.L. 117-58.
- f. CRS's totals of net discretionary budget authority elsewhere in this report differ slightly, in part due to CRS's less complete information on offsetting collections. CRS's totals also do not take into account rescissions or reuse of unobligated balances as described in Table Note e.

DHS Budgetary Resources: Beyond the Score

There are multiple ways of looking at the budgetary resources a federal department or agency has available to use. Some of the common perspectives are

- The total resources available to it—which includes all budgetary resources available to an agency, including those provided through appropriations acts (discretionary appropriations) and those provided through other laws (mandatory, or direct, appropriations), including spending authority from offsetting collections;
- Budgetary resources provided through the annual appropriations process only (discretionary appropriations)—either in regular, continuing, or supplemental appropriations acts; and
- A measure's "score" for the purpose of enforcing congressional and statutory budgetary rules.

The broadest public tabulations of these perspectives are from budget materials from the executive branch, such as the budget request and its accompanying justification documents. These are developed by federal agencies under the guidance and review of the Office of Management and Budget.

The Congressional Budget Office (CBO) develops and provides budgetary information to Congress, including cost estimates of proposed or enacted legislation. Cost estimates prepared by CBO are typically used as the basis for enforcing congressional budget enforcement rules during the consideration of legislation. OMB and CBO methodologies differ in nuance, but are based on the same principles.

Some of the broadest and most detailed budgetary information prepared by Congress is the detail tables included in appropriations committee reports and explanatory statements. These not only include information on the explicit content of the measure, and how it scores under CBO's methodology, but also interpretations of the expected resources available to agencies through other sources. These detail tables are the basis of much of CRS's analysis of appropriations legislation.

In the event a full-year CR is enacted—as was the case for FY2025—there is no final detail table upon which to base the analysis traditionally provided in previous editions of this report. However, some analysis is still possible based on plain language interpretation of the CR.

Table 2 provides information on the FY2025 appropriations process, on the basis of information provided in the detail table from H.Rept. 118-553, which accompanied the FY2024 DHS appropriations measure passed by the House; the full-year CR in Division A of P.L. 119-4; and Division C of P.L. 118-47, the Department of Homeland Security Appropriations Act, 2024,

which is the basis for most of the amounts provided in the CR. The table also provides a breakdown of the resources available to DHS, distributed by component, and further broken down by funding type, to the extent possible.

Each component's funding level is broken down in **Table 2** across four columns, representing the different phases of the appropriations process: FY2024 enacted,⁶ requested annual appropriations for FY2025,⁷ the House-passed bill for FY2025 from the 118th Congress, and enacted appropriations from the full-year CR for FY2025 and supplemental appropriations measures.⁸ The components are ordered from largest to smallest by FY2024 enacted annual net discretionary budget authority.

Some caveats:

1. In the absence of detail tables, except where noted, CRS developed these tables with the assumption that offsetting collections, like appropriations covered by the CR, would continue at the FY2024 level.
2. With no detail table to provide an authoritative statement of fee-funded programs and other mandatory spending, for some components, gross totals of resources could not be developed. The table includes "n/a" where this is the case.
3. Even when detail tables are available, some DHS mandatory spending is not included in them. This includes spending on flood insurance claims, as well as trust funds for the Coast Guard and the Secret Service.⁹
4. 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.¹⁰

With those caveats in mind, resource totals for each component and for the department are provided in bold when adequate data is available. An additional total at the bottom in italics provides a gross discretionary total for the department—this could be developed for FY2025, whereas a more complete resource total could not without data on fee-funded programs.

⁶ This includes annual appropriations from P.L. 118-47, Division C, and supplemental appropriations from the Infrastructure Investment and Jobs Act (P.L. 117-58, Division J); Continuing Appropriations Act, 2024 (P.L. 118-15, Division A), the Israel Security Supplemental Appropriations Act, 2024 (P.L. 118-50, Division A).

⁷ The Administration's proposed \$4.7 billion in emergency-designated contingent appropriations is not reflected in **Table 2**. Given the uncertainty of whether specific distributions of those funds would be made, and at what level, their potential practical impact could not be reflected in either **Table 2** or the ensuing figure.

⁸ These include supplemental appropriations from the Infrastructure Investment and Jobs Act (P.L. 117-58, Division J); the Continuing Appropriations and Extensions Act, 2024 (P.L. 118-83, Division A); and the American Relief Act, 2025 (P.L. 118-158, Division B).

⁹ 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 <https://www.govinfo.gov/app/collection/budget/2025>.

¹⁰ 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>.

Table 2. DHS Budget Authority and Proposals, by Component, FY2024-FY2025

(budget authority, controlled for transfers and reprogramming through appropriations committee reports, in thousands of dollars)

	FY2024	FY2025		
Component/Funding Type	Enacted (annual and supplemental)	FY2025 Request	House-Passed H.R. 8752	Enacted CR (P.L. 119-4) and Supplemental Appropriations
CBP	\$22,668,460	\$19,758,869	\$21,519,804	n/a
Net Discretionary Funding	19,619,040	15,438,000	18,270,585	19,619,040
Offsetting Collections	385,000	496,000	496,000	385,000
Fee-funded Programs	2,664,420	2,753,219	2,753,219	n/a
Emergency-Designated Annual Appropriations	—	1,071,650	—	—
USCG	12,904,441	13,534,387	14,207,865	13,318,641
Net Discretionary Funding	11,753,197	11,407,345	12,993,025	11,836,697
Offsetting Collections	4,000	4,000	4,000	4,000
Mandatory Appropriations ^a	1,147,244	1,210,840	1,210,840	1,147,244
Emergency-Designated Annual Appropriations	—	912,202	—	—
ICE	9,936,672	9,695,379	10,902,401	n/a
Net Discretionary Funding	9,557,062	8,625,221	10,522,791	10,042,062
Fee-funded Programs	379,610	379,610	379,610	n/a
Emergency-Designated Annual Appropriations	—	690,548	—	—
TSA	10,826,287	11,711,367	11,748,643	11,020,287
Net Discretionary Funding	6,800,287	6,536,367	8,173,643	6,800,287
Offsetting Collections	3,770,000	4,919,000	3,319,000	4,220,000 ^b
Fee-funded Programs	256,000	256,000	256,000	—

	FY2024	FY2025		
Component/Funding Type	Enacted (annual and supplemental)	FY2025 Request	House-Passed H.R. 8752	Enacted CR (P.L. 119-4) and Supplemental Appropriations
FEMA	43,315,520	27,872,155	28,487,866	59,170,763
Net Discretionary Funding	5,080,537	5,175,370	5,473,081	4,786,780
Offsetting Collections	273,983	273,785	273,785	273,983
Disaster Relief Designated	20,261,000	22,392,000	22,741,000	22,510,000
Emergency-Designated Annual Appropriations	—	31,000	—	—
Supplemental Appropriations	17,700,000	—	—	31,600,000
USSS	3,087,797	2,938,381	3,160,110	3,318,797
Net Discretionary Funding	3,087,797	2,920,381	3,160,110	3,318,797 ^c
Emergency-Designated Annual Appropriations	—	18,000	—	—
CISA	2,893,008	3,009,047	2,930,857	2,893,008
Net Discretionary Funding	2,873,008	3,009,047	2,930,857	2,873,008
Supplemental Appropriations	20,000	—	—	20,000
MD	4,187,024	4,008,085	3,670,262	4,187,024
Net Discretionary Funding	1,982,637	1,915,917	1,641,459	1,982,637
Offsetting Collections	2,204,387	2,028,803	2,028,803	2,204,387
Emergency-Designated Annual Appropriations	—	63,365	—	—
S&T	741,634	836,108	717,591	741,634
Net Discretionary Funding	741,634	836,108	717,591	741,634
CWMD	409,441	418,022	361,313	409,441
Net Discretionary Funding	409,441	416,022	361,313	409,441
Emergency-Designated Annual Appropriations	—	2,000	—	—

	FY2024	FY2025		
Component/Funding Type	Enacted (annual and supplemental)	FY2025 Request	House-Passed H.R. 8752	Enacted CR (P.L. 119-4) and Supplemental Appropriations
OSEM	404,695	358,466	239,708	404,695
Net Discretionary Funding	404,695	358,466	239,708	404,695
FLETC	377,200	363,389	366,752	391,220
Net Discretionary Funding	377,200	363,389	366,752	377,200
Supplemental Appropriations	—	—	—	14,020
IASA	345,410	348,302	345,360	345,410
Net Discretionary Funding	345,410	348,302	345,360	345,410
USCIS	6,267,418	6,960,435	6,807,636	n/a
Net Discretionary Funding	281,140	265,230	112,431	281,140
Fee-Funded Programs	5,986,278	6,695,205	6,695,205	n/a
OIG	220,127	233,206	225,294	220,127
Net Discretionary Funding	220,127	233,206	225,294	220,127
TOTAL BUDGET AUTHORITY, DHS	\$118,585,134	\$102,045,598	\$105,694,762	n/a
TOTAL DISCRETIONARY BUDGET AUTHORITY, INCLUDING DISASTER RELIEF AND EMERGENCY FUNDING, DHS	\$108,151,582	\$90,750,724	\$94,396,588	\$125,601,045

Sources: CRS analysis of P.L. 118-47 and its accompanying explanatory statement, H.R. 8752 (118th Congress), 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.

- This mandatory appropriation is for Coast Guard Retired Pay, and is reflected in the bill, but not its discretionary totals.
- Most offsetting collections in the table are assumed at their FY2024 level; plain language interpretation of the anomaly for TSA Operations and Support (P.L. 119-4, Sec. 1701(2) coupled with statutory language in P.L. 118-47, Div. C, implies the use of \$450 million in additional offsetting collections above the FY2024 level.
- Includes \$231 million in supplemental discretionary funding from P.L. 118-83.

Figure 1 uses the data in **Table 2** to provide a visual representation of the resources available to seven DHS operational components to the extent possible—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 four 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),¹¹ and
- supplemental appropriations, including advance appropriations (green).¹²

Atop the column describing the Biden Administration’s request, black segments indicate requested 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—despite the volume of disaster relief-designated and emergency supplemental appropriations, a \$13 billion shortfall is anticipated in the Disaster Relief Fund (DRF) in FY2025, with the major disasters portion of the DRF being exhausted in June (absent further supplemental appropriations);¹³
- the Biden 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 the use of that designation, the Biden 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

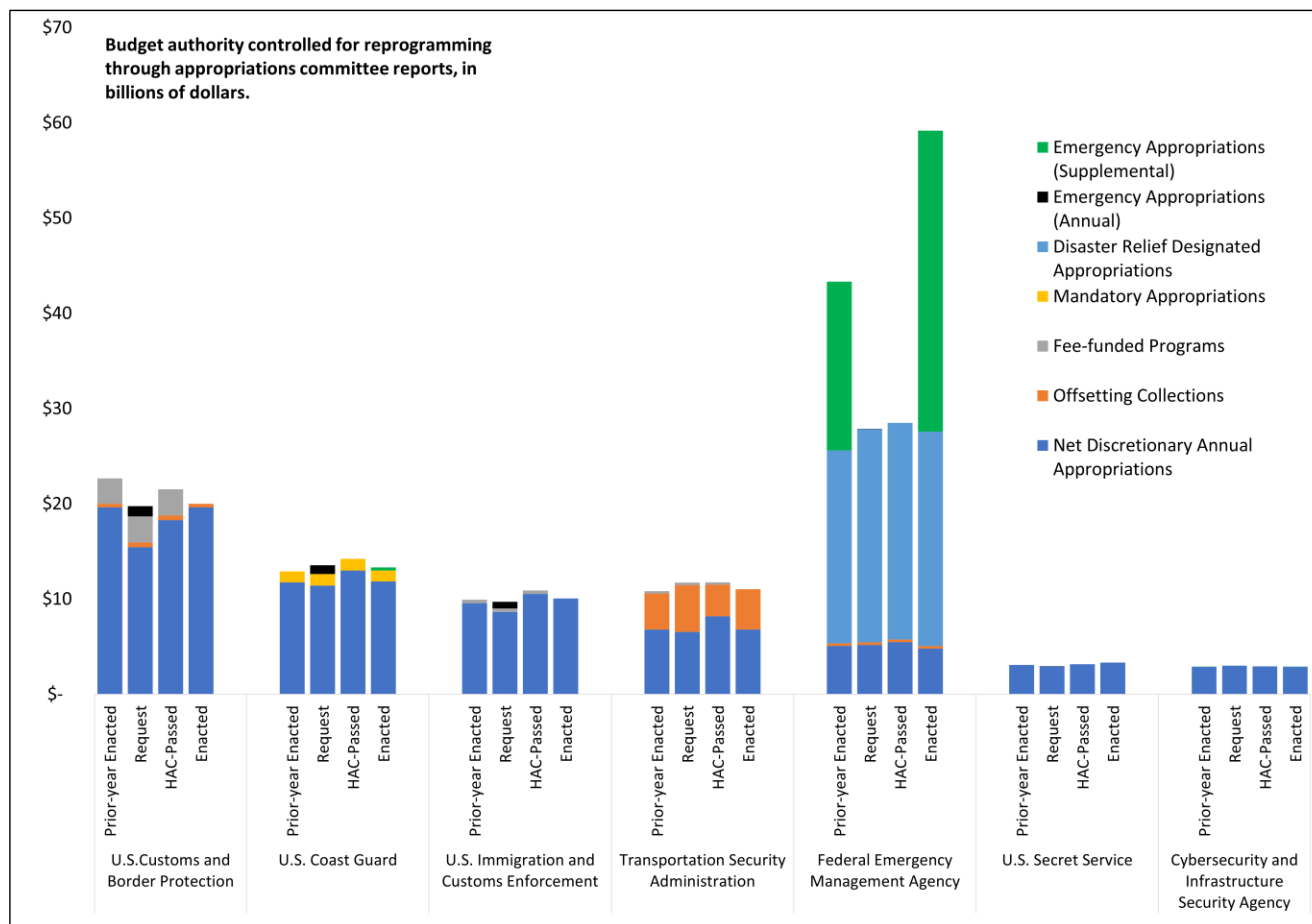
¹¹ For more details about adjustments to discretionary spending limits under the Budget Control Act, see CRS Report R45778, *Exceptions to the Budget Control Act’s Discretionary Spending Limits*, by Megan S. Lynch.

¹² 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; P.L. 118-158, the American Relief Act, 2025; and advance appropriations provided in P.L. 117-58, the Infrastructure Investment and Jobs Act, Division J.

¹³ FEMA, *Disaster Relief Fund: Monthly Report as of March 31, 2025*, April 17, 2025, p. 15.

- the Biden 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 FY2024-FY2025



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. Final data on fee-funded programs for FY2025 was not available at the time of publication.

DHS Appropriations: Comparing Scores

It is often useful to present comparative analysis to put proposed and enacted annual funding levels for DHS components in context. **Table 3** shows the projected net discretionary annual FY2025 appropriations for DHS distributed by departmental component in comparison with three 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.¹⁴ Comparisons are drawn between three common baselines that are also shown in **Table 2**: the FY2024 enacted funding level, the FY2025 requested annual funding level, and the FY2025 annual funding level in the House-passed bill. The first column of figures shows the FY2025 annual net discretionary amount for each component in the continuing resolution. 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 generally 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 Biden Administration's FY2025 request, and does not include the \$4.7 billion in contingent emergency appropriations also sought by the Biden Administration. 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 Appropriations Committee's proposal and FY2024 act constrained by those same limits. For this reason, a \$231 million supplemental appropriation for the U.S. Secret Service provided in P.L. 118-83 without an emergency designation is included in the table—unlike most supplemental appropriations, which carry such designations very frequently.

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.

¹⁴ 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.

Table 3. DHS Annual Appropriations, FY2025, Compared

(net discretionary budget authority, in thousands of dollars)

Component	FY2025 CR (P.L. 119-4)	v. FY2024 Enacted Annual		v. FY2025 Annual Request		v. House-Passed H.R. 8752	
		\$	%	\$	%	\$	%
CBP	\$19,619,040	\$—	0.0%	\$4,181,040	27.1%	\$1,348,455	7.4%
USCG	11,836,697	83,500	0.7%	429,352	3.8%	-1,156,328	-8.9%
ICE	10,042,062	485,000	5.1%	1,416,841	16.4%	-480,729	-4.6%
TSA	6,800,287	— ^a	0.0%	263,920	4.0%	-1,373,356	-16.8%
FEMA	4,786,780	-293,757	-5.8%	-388,590	-7.5%	-686,301	-12.5%
USSS	3,318,797	231,000 ^b	7.5%	398,416	13.6%	158,687	5.0%
CISA	2,873,008	—	0.0%	-136,039	-4.5%	-57,849	-2.0%
MD	1,982,637	—	0.0%	66,720	3.5%	341,178	20.8%
ST	741,634	—	0.0%	-94,474	-11.3%	24,043	3.4%
CWMD	409,441	—	0.0%	-6,581	-1.6%	48,128	13.3%
OSEM	404,695	—	0.0%	46,229	12.9%	161,687	66.5%
FLETC	377,200	—	0.0%	13,811	3.8%	10,448	2.8%
IASA	345,410	—	0.0%	-2,892	-0.8%	50	0.0%
USCIS	281,140	—	0.0%	15,910	6.0%	168,709	150.1%
OIG	220,127	—	0.0%	-13,079	-5.6%	-5,167	-2.3%
TOTAL	\$64,038,955	\$505,743	0.8%	\$6,190,584	10.7%	-\$1,498,345	-2.3%

Source: CRS analysis of P.L. 118-47, H.Rept. 118-553 and P.L. 119-4.

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.

- a. P.L. 119-4, Section 1701(2) included a \$450 million increase for TSA Operations and Support. A plain language reading of the FY2024 Act seems to indicate that the net discretionary funding would remain at \$6.8 billion as reflected in the table—per the FY2024 Act, the additional resources would come from offsetting collections.
- b. These discretionary resources were provided in P.L. 118-83, as a supplemental appropriation.

Emergency-Designated Funding in Annual Appropriations Measures

It is atypical for the DHS annual appropriations measure to include emergency-designated appropriations. Three recent proposals indicate an increased willingness in some corners to consider such proposals, at least in the current constrained budget environment.

1. The Biden Administration's FY2024 budget proposal included a request for a \$4.7 billion emergency-designated contingency appropriation contingent on certain levels of migrant activity at the U.S.-Mexico border. 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.¹⁵ Although the proposal was not enacted, an identical proposal was also included in the Administration's FY2025 request.

After the Administration's initial proposal, the Senate Appropriations Committee-reported Department of Homeland Security Appropriations Act, 2024 (S. 2625) included \$4.3 billion in emergency-designated funding distributed across nine of DHS's 15 components.

2. The Administration also proposed \$2.79 billion in emergency-designated annual appropriations in its FY2025 budget request, noting in its congressional justification that "This 'shifted base' funding concept was included in 2023 appropriations and was also part of an agreement associated with the Fiscal Responsibility Act (FRA)."¹⁶

Such funding was not included in either the DHS appropriations measures enacted for FY2024 or FY2025 DHS appropriations.

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¹⁵ For more details, see "Southwest Border Contingency Fund," in CRS Report R47496, *DHS Budget Request Analysis: FY2024*, by William L. Painter.

¹⁶ 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>.

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