



Department of Homeland Security Appropriations: A Summary of the House- and Senate-Reported Bills for FY2013

William L. Painter

Analyst in Emergency Management and Homeland Security Policy

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Summary

The Department of Homeland Security (DHS) appropriations bill includes funding for all components and functions of DHS, including Customs and Border Protection (CBP); Immigration and Customs Enforcement (ICE); the Transportation Security Administration (TSA); Coast Guard (USCG); Secret Service (USSS); the National Protection and Programs Directorate (NPPD), which includes Infrastructure Protection and Information Security (IPIS) and the Federal Protective Service (FPS); the Office of Health Affairs (OHA); the Federal Emergency Management Agency (FEMA); United States Citizenship and Immigration Services (USCIS); the Federal Law Enforcement Training Center (FLETC); the Science and Technology directorate (S&T); the Domestic Nuclear Detection Office (DNDO); departmental management, Analysis and Operations (A&O), and the Office of the Inspector General (OIG).

For FY2013, the Administration requested \$39.485 billion in adjusted net discretionary budget authority for DHS, as part of an overall budget of \$59.476 billion (including fees, trust funds and other funding that is not appropriated or does not score against the budget caps). H.R. 5855, the House-reported DHS appropriations bill, would provide \$39.116 billion in adjusted net discretionary budget authority, while S. 3126, its Senate-reported counterpart, S. 3216, would provide \$39.514 billion.

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Overview

The Department of Homeland Security (DHS) appropriations bill includes funding for all components and functions of the Department of Homeland Security. **Table 1** includes a summary of funding included in the FY2012 regular DHS appropriations bill, the Administration's FY2013 appropriations request, and the House- and Senate-reported versions of the FY2013 appropriations bill broken down by title.

Table 1. Department of Homeland Security Appropriations by Title, FY2012-FY2013
(in millions of dollars, rounded)

| Title | FY2012 Enacted | FY2013 Request | House- reported H.R. 5855 | Senate- reported S. 3216 |
|---|-------------------|-------------------|---------------------------------|--------------------------------|
| Title I: Departmental Management and Operations | 1,132 | 1,279 | 1,053 | 1,102 |
| Title II: Security, Enforcement and Investigations | 31,527 | 30,734 | 30,938 | 30,975 |
| Title III: Protection, Preparedness, Response, and Recovery | 5,680 | 5,911 | 5,908 | 5,971 |
| Title IV: Research and Development, Training, and Services | 1,332 | 1,561 | 1,510 | 1,535 |
| Title V: General Provisions | -71 | 0 | -292 | -68 |
| Total | 39,600 | 39,485 | 39,116 | 39,514 |

Source: H.Rept. 112-492 and S.Rept. 112-169.

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 FY2012 column reflects the impact of \$204 million in rescissions, while the Administration proposed \$25 million in rescissions for FY2013. The House Appropriations Committee recommended \$292 million in rescissions, while the Senate Appropriations Committee recommended \$192 million. Totals may not add due to rounding.

DHS Appropriations: Comparing the Components

Unlike some other appropriations bills, breaking down the DHS bill by title does not provide a great deal of transparency into where DHS's appropriated resources are going. The various components of DHS vary widely in the size of their appropriated budgets. **Figure 1** shows DHS's discretionary budget authority broken down by component, from largest to smallest. For each stage the left column shows discretionary budget authority as scored against the bill's budget allocation, while the right column shows that plus resources available under adjustments to the allocation allowed under the Budget Control Act (P.L. 112-25). For the purposes of this report, funding provided under these adjustments is not treated as appropriations.

Figure 1. Department of Homeland Security Appropriations by Component, FY2012-FY2013

(in millions of dollars, rounded)

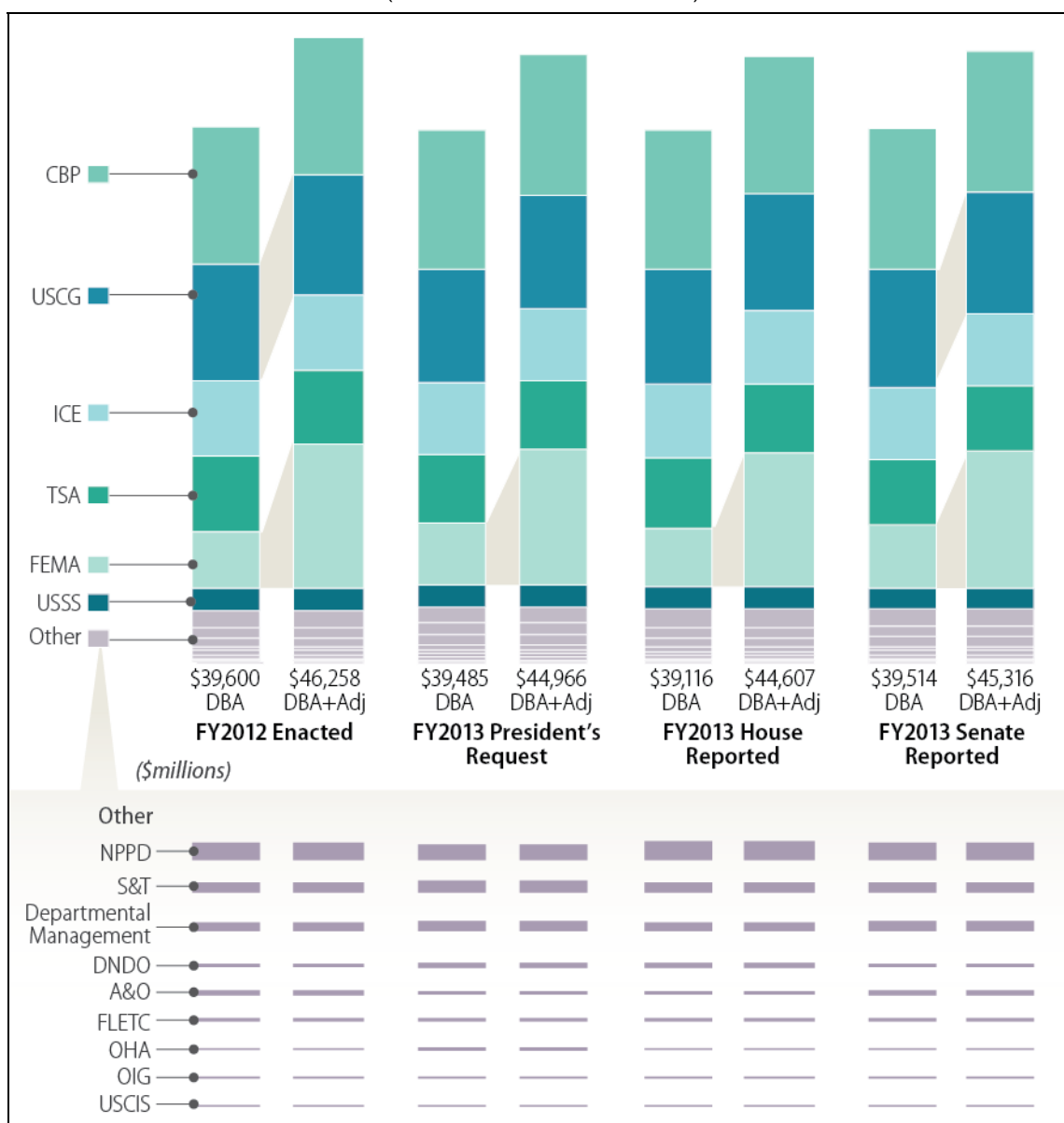
**Source:** H.Rept. 112-492 and S.Rept. 112-169.

Chart Abbreviations: 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.

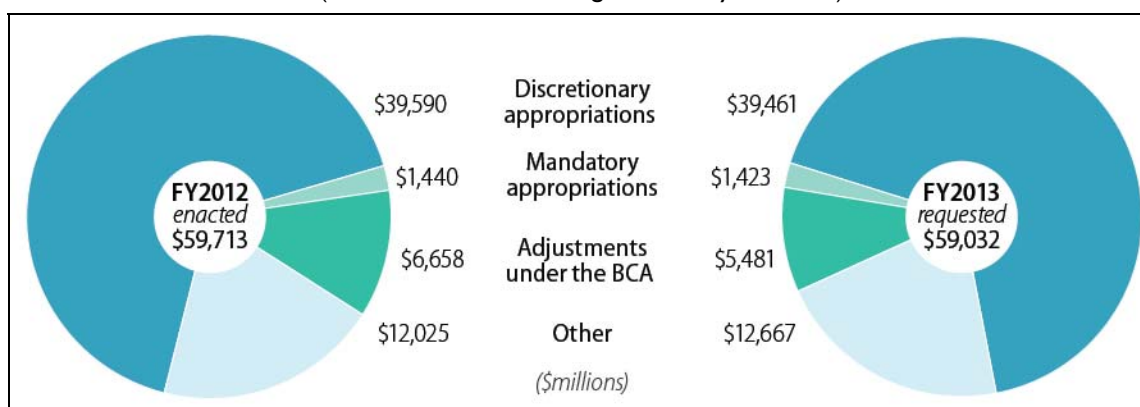
Note: Totals may not add due to rounding.

DHS Appropriations Compared to the Total DHS Budget

It is important to note that the above figure, even with its accounting for discretionary cap adjustments, does not tell the whole story about the resources available to individual DHS components. Some components, such as TSA, rely on fee income or offsetting collections to support a significant amount of their activities. Less than 4% of the budget for CIS is provided through direct appropriations—the rest relies on fee income.

Detailed numbers on the individual components that reflect both appropriations and other budgetary resources appear later in the report. **Figure 2** presents a comparison of the enacted FY2012 budget (as of May 31, 2012) and the Administration's FY2013 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. The amounts shown in these graphs 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.

Figure 2. DHS Gross Budget Breakdown: FY2012 Enacted v. FY2013 Request
(millions of dollars in budget authority, rounded)

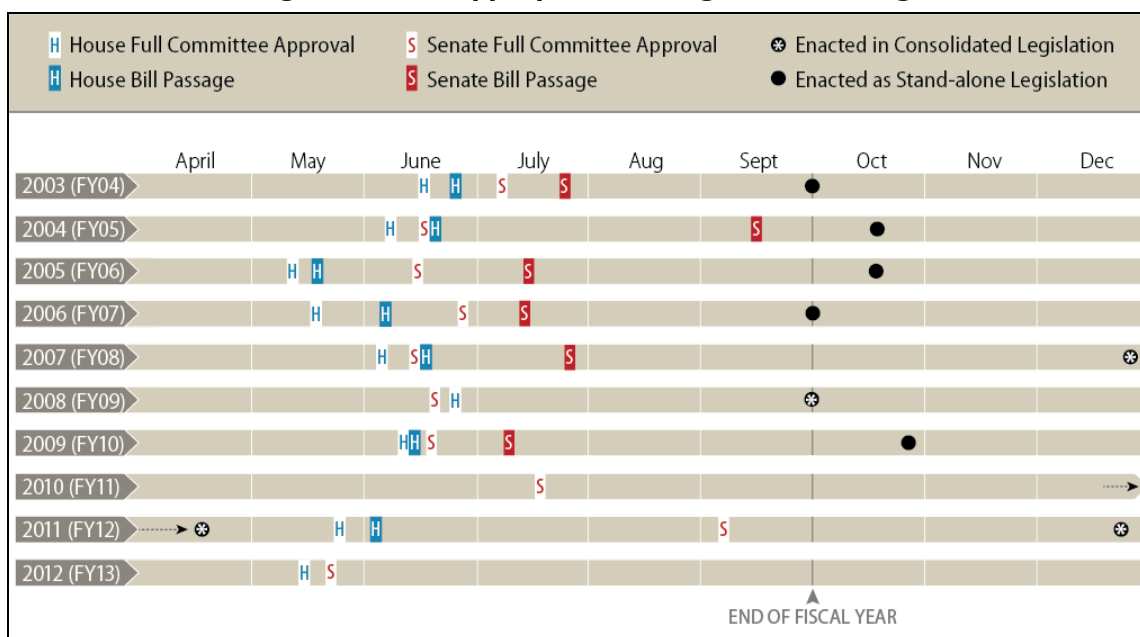


Source: DHS FY2013 Budget Request.

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.

Trends in Legislative Timing

The House Appropriations Committee's full committee markup of H.R. 5855 was the second earliest in the history of the DHS appropriations bill. The Senate Appropriations Committee's full committee markup of S. 3216 was the earliest the Senate has ever marked up the DHS appropriations bill. **Figure 3** shows the history of the timing of the DHS appropriations bills as they have moved through various stages of the legislative process.

Figure 3. DHS Appropriations Legislative Timing

Source: CRS analysis.

Notes: Final action on the FY2011 appropriation for DHS did not occur until April 2011.

FY2013 Appropriations 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 \$1,279 million for these accounts in FY2013, an increase of \$147 million above the enacted level. The House-reported bill provides \$1,053 million, a decrease of 17.7% from the requested level and 7% below FY2012. The Senate-reported bill provides \$1,102 million, 13.8% below the request and 2.7% below FY2012. **Table 2** lists the enacted amounts for the individual components of Title I for FY2012 (as of May 31, 2012), the Administration's request for these components for FY2013, and the House- and Senate-reported appropriations for the same.

Table 2. Title I: Departmental Management and Operations, FY2012-FY2013

(budget authority in millions of dollars)

| | FY2012 Enacted | FY2013 Appropriation | | | FY2013 Enacted |
|--|-------------------|----------------------|------------------------------|-------------------------------|-------------------|
| | | FY2013 Request | FY2013 House- reported | FY2013 Senate- reported | |
| Office of the Secretary and Executive Management | 133 | 134 | 122 | 133 | |
| Office of the Under Secretary for Management | 236 | 222 | 213 | 220 | |
| Office of the Chief Financial Officer | 51 | 55 | 50 | 54 | |
| Office of the Chief Information Officer | 257 | 313 | 242 | 249 | |
| Analysis and Operations | 338 | 322 | 317 | 324 | |
| DHS Headquarters Consolidation ^a | 0 | 89 | 0 | 0 | |
| Office of the Inspector General ^b | 117 | 144 | 109 | 123 | |
| Net Budget Authority: Title I | 1,132 | 1,279 | 1,053 | 1,102 | |
| Total Gross Budgetary Resources for Title I Components before Transfers | 1,132 | 1,279 | 1,053 | 1,102 | |

Sources: CRS analysis of H.Rept. 112-331 (for FY2012), H.Rept. 112-492, and S.Rept. 112-169.

Notes: Totals may not add due to rounding.

- a. 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.
- b. 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 \$30,734 million for these accounts in FY2013, a decrease of \$793 million below the enacted level. The House-reported bill provides \$30,938 million, an increase of 0.7% from the requested level and 1.9% below FY2012. The Senate-reported bill provides \$30,974 million, 0.8% above the request and 1.8% below FY2012. **Table 3** lists the enacted amounts for the individual components of Title II for FY2012 (as of May 31, 2012), the Administration's request for these components for FY2013, and the House- and Senate-reported appropriations for the same.

Table 3. Title II: Security, Enforcement, and Investigations, FY2012-FY2013

(budget authority in millions of dollars)

| | | FY2013 Appropriation | | | |
|--|----------------|----------------------|-----------------------|------------------------|----------------|
| | FY2012 Enacted | FY2013 Request | FY2013 House-reported | FY2013 Senate-reported | FY2013 Enacted |
| Customs and Border Protection | | | | | |
| Salaries and Expenses | 8,680 | 9,011 | 8,366 | 8,770 | |
| Automation Modernization | 334 | 328 | 700 | 328 | |
| Border Security Fencing, Infrastructure, and Technology | 400 | 327 | 327 | 327 | |
| Air and Marine Interdictions | 504 | 436 | 518 | 507 | |
| Facilities Management | 237 | 244 | 253 | 244 | |
| US-VISITa | 0 | 0 | 0 | 279 | |
| Appropriation | 10,155 | 10,345 | 10,164 | 10,454 | |
| Fees, Mandatory Spending, and Trust Funds | 1,496 | 1,626 | 1,517 | 1,517 | |
| Total Budgetary Resources | 11,651 | 11,971 | 11,681 | 11,971 | |
| Immigration and Customs Enforcement | | | | | |
| Salaries and Expenses | 5,529 | 5,297 | 5,236 | 5,295 | |
| Automation & Infrastructure Modernization | 22 | 31 | 232 | 31 | |
| Construction | 0 | 5 | 5 | 5 | |
| Appropriation | 5,551 | 5,332 | 5,474 | 5,330 | |
| Fees, Mandatory Spending, and Trust Funds | 312 | 312 | 312 | 312 | |
| Total Budgetary Resources | 5,863 | 5,644 | 5,786 | 5,642 | |
| Transportation Security Administration | | | | | |
| Aviation Security (net funding) | 3,224 | 2,914 | 2,971 | 2,702 | |
| Surface Transportation Security | 135 | 124 | 126 | 124 | |
| Transportation Threat Assessment and Credentialing (net funding) | 164 | 193 | 192 | 193 | |
| Transportation Security Support | 1,032 | 970 | 929 | 970 | |
| Federal Air Marshals | 966 | 930 | 880 | 930 | |
| Appropriation | 5,521 | 5,130 | 5,098 | 4,919 | |
| Fees, Mandatory Spending, and Trust Funds | 2,320 | 2,515 | 2,400 | 2,715 | |
| Total Budgetary Resources | 7,841 | 7,645 | 7,498 | 7,633 | |
| U.S. Coast Guard | | | | | |
| Operating Expenses ^b | 7,051 | 6,791 | 6,760 | 7,073 | |
| Environmental Compliance & Restoration | 14 | 13 | 12 | 13 | |
| Reserve Training | 134 | 133 | 116 | 133 | |
| Automation Modernization | — | — | 50 | — | |

| | FY2012 Enacted | FY2013 Appropriation | | | FY2013 Enacted |
|---|-------------------|----------------------|------------------------------|-------------------------------|-------------------|
| | | FY2013 Request | FY2013 House- reported | FY2013 Senate- reported | |
| Acquisition, Construction, & Improvements | 1,404 | 1,192 | 1,429 | 1,471 | |
| Research, Development, Testing, and Evaluation | 28 | 20 | 20 | 20 | |
| Health Care Fund Contribution ^c | 262 | 203 | 203 | 203 | |
| Discretionary Appropriation | 8,634 | 8,352 | 8,589 | 8,659 | |
| Fees, Mandatory Spending, and Trust Funds | 1,654 | 1,640 | 1,640 | 1,640 | |
| Overseas Contingency Operations Adjustment | 258 | 0 ^d | 0 | 254 | |
| Total Budgetary Resources | 10,546 | 9,992 | 10,229 | 10,553 | |
| U.S. Secret Service | | | | | |
| Salaries and Expenses | 1,661 | 1,544 | 1,556 | 1,556 | |
| Acquisition, Construction, and Improvements | 5 | 57 | 57 | 57 | |
| Appropriation | 1,667 | 1,601 | 1,613 | 1,613 | |
| Fees, Mandatory Spending, and Trust Funds | 245 | 250 | 250 | 250 | |
| Total Budgetary Resources | 1,912 | 1,851 | 1,863 | 1,863 | |
| Net Budget Authority: Title II | 31,527 | 30,734 | 30,938 | 30,974 | |
| Total Budgetary Resources for Title II Components before Transfers | 37,813 | 37,103 | 37,057 | 37,662 | |

Sources: CRS analysis of the DHS FY2013 Congressional Budget Justification, H.Rept. 112-331 (for FY2012), H.Rept. 112-492, and S.Rept. 112-169.

Notes: Totals may not add due to rounding.

- a. The Administration proposed in the FY2013 budget request moving US-VISIT from NPPD and dividing it between ICE and CBP. The Senate proposed moving the resources to CBP, then transferring \$18 million to ICE.
- b. Overseas contingency operations funding is displayed in this line, but is not added to the appropriations total, in accordance with the appropriations committees' practices for subtotaling this account. This funding is not reflected in the total appropriation for the Coast Guard.
- c. This is permanent indefinite discretionary spending, and therefore scores as being in the bill, despite not being explicitly appropriated in the bills' legislative language.
- d. \$254 million was requested as a permissive transfer from the Department of Defense to cover the Coast Guard's overseas contingency operations costs. However, these charts do not track activity in other appropriations bills or transfers.

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 \$5,911 million for these accounts in FY2013, an increase of \$231 million above the enacted level. The House-reported bill provides \$5,908 million, a nominal decrease from the requested level and 4% above FY2012. In addition,

both House- and Senate-reported versions of this title also include a requested \$5,481 million for disaster relief that is offset by an adjustment under the Budget Control Act. The adjustment is \$919 million smaller than the adjustment provided in the FY2012 Disaster Relief Appropriations Act (P.L. 112-77). **Table 4** lists the enacted amounts for the individual components of Title III for FY2012 (as of May 31, 2012), the Administration's request for these components for FY2013, and the House- and Senate-reported appropriations for the same.

Table 4. Title III: Protection, Preparedness, Response, and Recovery, FY2012-FY2013
(budget authority in millions of dollars)

| | | FY2013 Appropriation | | | |
|--|-------------------|----------------------|------------------------------|-------------------------------|-------------------|
| | FY2012 Enacted | FY2013 Request | FY2013 House- reported | FY2013 Senate- reported | FY2013 Enacted |
| National Protection and Programs Directorate | | | | | |
| Management and Administration | 51 | 50 | 45 | 50 | |
| Infrastructure Protection and Information Security | 888 | 1,167 | 1,110 | 1,170 | |
| US-VISIT | 307 | 0 | 0 | 0 | |
| Office of Biometric Identity Management ^a | — | — | 191 | — | |
| Appropriation | 1,246 | 1,217 | 1,347 | 1,220 | |
| Fees, Mandatory Spending, and Trust Funds | 1,262 | 1,302 | 1,302 | 1,302 | |
| Total Budgetary Resources | 2,508 | 2,519 | 2,649 | 2,522 | |
| Office of Health Affairs | | | | | |
| Appropriation | 167 | 166 | 132 | 168 | |
| Fees, Mandatory Spending, and Trust Funds | 0 | 0 | 0 | 0 | |
| Total Budgetary Resources | 167 | 166 | 132 | 168 | |
| Federal Emergency Management Agency | | | | | |
| Management and Administration | 895 | 789 | 713 | 979 | |
| Automation Modernization | — | — | 58 | — | |
| Grants and Training | 2,375 | 2,900 | 2,783 | 2,670 | |
| U.S. Fire Administration | 44 | 43 | 42 | 44 | |
| Disaster Relief Fund ^b | 7,100 | 6,089 | 6,089 | 6,089 | |
| Flood Hazard Mapping and Risk Analysis | 98 | 89 | 92 | 97 | |
| Pre-disaster Mitigation Fund | 36 | 0 | 14 | 35 | |
| Emergency Food and Shelter | 120 | 100 | 120 | 150 | |
| Radiological Emergency Preparedness | -1 | -1 | -1 | -1 | |
| Appropriation | 4,267 | 4,528 | 4,429 | 4,582 | |
| Fees, Mandatory Spending, and Trust Funds | 3,273 | 3,551 | 3,551 | 3,551 | |
| Disaster Relief Adjustment | 6,400 | 5,481 | 5,481 | 5,481 | |
| Total Budgetary Resources | 13,940 | 13,560 | 13,461 | 13,614 | |

| | | | | |
|--|---------------|---------------|---------------|---------------|
| Net Budget Authority: Title III | 5,680 | 5,911 | 5,908 | 5,971 |
| Total Budgetary Resources for Title III Components before Transfers | 16,624 | 16,245 | 16,242 | 16,304 |

Sources: CRS analysis of the DHS FY2013 Congressional Budget Justification, H.Rept. 112-331 (for FY2012), H.Rept. 112-492, and S.Rept. 112-169.

Notes: Totals may not add due to rounding.

- The Administration proposed in the FY2013 budget request moving US-VISIT from NPPD and dividing it between ICE and CBP. The House proposed retaining this portion of US-VISIT in NPPD.
- Disaster relief funding is displayed in this line, but is not added to the appropriations total, in accordance with the appropriations committees' practices for subtotalling this account. This funding is not reflected in the total appropriation for FEMA.

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 \$1,561 million for these accounts in FY2013, a decrease of \$229 million below the enacted level. The House-reported bill provides \$1,510 million, a decrease of 3.3% from the requested level and 13.4% above FY2012. The Senate-reported bill provides \$1,535 million, 1.7% below the request and 15.2% above FY2012. **Table 5** lists the enacted amounts for the individual components of Title IV for FY2012 (as of May 31, 2012), the Administration's request for these components for FY2013, and the House- and Senate-reported appropriations for the same.

Table 5. Title IV: Research and Development, Training, and Services, FY2012-FY2013
(budget authority in millions of dollars)

| | FY2013 Appropriation | | | |
|--|----------------------|----------------|-----------------------|------------------------|
| | FY2012 Enacted | FY2013 Request | FY2013 House-reported | FY2013 Senate-reported |
| Citizenship and Immigration Services | | | | |
| Appropriation | 102 | 143 | 112 | 117 |
| Fees, Mandatory Spending, and Trust Funds | 2,976 | 2,862 | 2,892 | 2,882 |
| Total Budgetary Resources | 3,078 | 3,005 | 3,004 | 2,999 |
| Federal Law Enforcement Training Center | | | | |
| Salaries and Expenses | 239 | 229 | 228 | 229 |
| Acquisition, Construction, Improvements and Related Expenses | 32 | 29 | 27 | 29 |
| Appropriation | 271 | 258 | 256 | 258 |
| Fees, Mandatory Spending, and Trust Funds | 0 | 0 | 0 | 0 |
| Total Budgetary Resources | 271 | 258 | 256 | 258 |
| Science and Technology | | | | |
| Management and Administration | 135 | 138 | 130 | 138 |

| | FY2012 Enacted | FY2013 Appropriation | | | FY2013 Enacted |
|---|-------------------|----------------------|------------------------------|-------------------------------|-------------------|
| | | FY2013 Request | FY2013 House- reported | FY2013 Senate- reported | |
| Research, Development, Acquisition, and Operations | 533 | 693 | 696 | 693 | |
| Appropriation | 668 | 831 | 826 | 831 | |
| Fees, Mandatory Spending, and Trust Funds | 0 | 0 | 0 | 0 | |
| Total Budgetary Resources | 668 | 831 | 826 | 831 | |
| Domestic Nuclear Detection Office | | | | | |
| Management and Administration | 38 | 40 | 38 | 40 | |
| Research, Development, and Operations | 215 | 237 | 227 | 237 | |
| Systems Acquisition | 37 | 51 | 51 | 51 | |
| Appropriation | 290 | 328 | 316 | 328 | |
| Fees, Mandatory Spending, and Trust Funds | 0 | 0 | 0 | 0 | |
| Total Budgetary Resources | 290 | 328 | 316 | 328 | |
| Net Budget Authority: Title IV | 1,332 | 1,561 | 1,510 | 1,535 | |
| Total Budgetary Resources for Title IV Components before Transfers | 4,308 | 4,423 | 4,402 | 4,417 | |

Sources: CRS analysis of the DHS FY2013 Congressional Budget Justification, H.Rept. 112-331 (for FY2012), H.Rept. 112-492, and S.Rept. 112-169.

Notes: 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. General provisions typically include rescissions of funding from previous years that partially offset the score of the bill. Occasionally appropriations for special initiatives are found here as well. The Administration generally requests rescissions in the accounts where they are made, and requested no funding through general provisions for FY2013. The House-reported bill for FY2013 includes \$292 million in rescissions, all of which reduce the net scoring of the bill. Those are the only provisions in this title that impact the score of the bill. On the other hand, the Senate-reported bill includes \$192 million in rescissions, as well as several other provisions that impact the scoring of the bill, including appropriations and changes in fee programs. Taken together, these Senate bill provisions offset its cost by \$68 million.

Author Contact Information

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

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Garrett Hatch's work on the Financial Services and General Government appropriations bill inspired the structure of this survey report. Amber Wilhelm designed and produced the graphics contained in the report.

Key Policy Staff

| Area of Expertise | Name | Phone | E-mail |
|--|------------------|--------|------------------------|
| Overall DHS Appropriations | William Painter | 7-3335 | wpainter@crs.loc.gov |
| Departmental Management | Barbara Schwemle | 7-8655 | bschwemle@crs.loc.gov |
| DHS Headquarters Consolidation | William Painter | 7-3335 | wpainter@crs.loc.gov |
| Analysis and Operations | Jerome Bjelopera | 7-0622 | jbjelopera@crs.loc.gov |
| Customs and Border Protection | Marc Rosenblum | 7-7360 | mrosenblum@crs.loc.gov |
| Immigration and Customs Enforcement | Alison Siskin | 7-0260 | asiskin@crs.loc.gov |
| Transportation Security Administration | Bart Elias | 7-7771 | belias@crs.loc.gov |
| Coast Guard | John Frittelli | 7-7033 | jfrittelli@crs.loc.gov |
| U.S. Secret Service | Shawn Reese | 7-0635 | sreese@crs.loc.gov |
| National Protection and Programs Directorate | John Moteff | 7-1435 | jmoteff@crs.loc.gov |
| Federal Protective Service | Shawn Reese | 7-0635 | sreese@crs.loc.gov |
| Office of Health Affairs | Sarah Lister | 7-7320 | slister@crs.loc.gov |
| FEMA – State and Local Programs | Natalie Keegan | 7-9569 | nkeegan@crs.loc.gov |
| FEMA – Firefighter grants | Len Kruger | 7-7070 | lkruger@crs.loc.gov |
| FEMA – Disaster Relief Fund | Bruce Lindsay | 7-3752 | blindsay@crs.loc.gov |
| FEMA – Flood insurance, mitigation grants | Rawle King | 7-5975 | rking@crs.loc.gov |
| FEMA – general management, Emergency Food and Shelter Grants | Francis McCarthy | 7-9533 | fmccarthy@crs.loc.gov |
| U.S. Citizenship and Immigration Services | William Kandel | 7-4703 | wkandel@crs.loc.gov |
| Science and Technology Directorate | Daniel Morgan | 7-5849 | dmorgan@crs.loc.gov |
| Domestic Nuclear Detection Office | Daniel Morgan | 7-5849 | dmorgan@crs.loc.gov |