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## CROSSCUTTING PROGRAMS

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### 3. HOMELAND SECURITY FUNDING ANALYSIS

Since the terrorist attacks of September 11, 2001, the Federal Government, with State, local and private sector partners, has engaged in a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from any attacks that do occur. Accordingly, we have identified and pursued terrorists abroad, and implemented an array of measures to secure our citizens and resources at home. We have worked with the Congress to reorganize the Federal Government; acquire countermeasures to chemical, biological, radiological, and nuclear (CBRN) weapons; enhance the security of our borders; protect our critical infrastructure and key resources; and strengthen America's response and recovery capabilities in our cities and local communities. Elements of our National Strategy for Homeland Security involve every level of government as well as the private sector and individual citizens. Since September 11th, homeland security has continued to be a major policy focus for all levels of government, and the U.S. government has no more important mission than securing the Homeland.

Underscoring the importance of homeland security as a crosscutting Government-wide function, section 889 of the Homeland Security Act of 2002 requires a homeland security funding analysis to be incorporated in the President's Budget. This analysis addresses that legislative requirement. This analysis covers the homeland security funding and activities of all Federal agencies, not only those carried out by the Department of Homeland Security (DHS), but also State, local, and private sector expenditures. Since not all activities carried out by DHS constitute homeland security funding (e.g. response to natural disasters and Coast Guard search and rescue activities), DHS estimates in this section do not represent the entire DHS budget.

#### Data Collection Methodology and Adjustments

The Federal spending estimates in this analysis utilize funding and programmatic information collected on the Executive Branch's homeland security efforts.<sup>1</sup> Throughout the budget formulation process, the Office of Management and Budget (OMB) collects three-year funding estimates and associated programmatic information from all Federal agencies with homeland secu-

rity responsibilities. These estimates do not include the efforts of the Legislative or Judicial branches. Information in this chapter is augmented by a detailed appendix of account-level funding estimates, which is available on the *Analytical Perspectives* CD-ROM.

To compile this data, agencies report information using standardized definitions for homeland security.<sup>2</sup> The data provided by the agencies are developed at the "activity level," which is a set of like programs or projects, at a level of detail sufficient to consolidate the information to determine total Governmental spending on homeland security.

To the extent possible, this analysis maintains programmatic and funding consistency with previous estimates. Some discrepancies from data reported in earlier years arise due to agencies' improved ability to extract homeland security-related activities from host programs and refine their characterizations. As in the Budget, where appropriate, the data is also updated to reflect agency activities, Congressional action, and technical re-estimates. In addition, the Administration may refine definitions or mission area estimates over time based on additional analysis or changes in the way specific activities are characterized, aggregated, or disaggregated.

#### Federal Expenditures

Total funding for homeland security has grown significantly since the attacks of September 11, 2001. For 2009, the President's Budget includes \$66.3 billion of gross budget authority for homeland security activities, a \$4.5 billion (7.3 percent) increase over the 2008 enacted level.<sup>3</sup> Excluding mandatory spending, fees, and the Department of Defense's (DOD) homeland security budget, the 2009 Budget proposes a net, non-Defense, discretionary budget authority level of \$40.1 billion, which is an increase of \$3.9 billion (10.7 percent) over the 2008 level (see Table 3-1).

A total of 32 agency budgets comprise Federal homeland security funding in 2009. Of those, five agencies—the Departments of Homeland Security, Defense, Health and Human Services (HHS), Justice (DOJ) and Energy (DOE)—account for approximately \$60.7 billion (91 percent) of total Government-wide gross discretionary homeland security funding in 2009.

<sup>1</sup>All data in the Federal expenditures section are based on the President's policy for the 2009 Budget. Additional policy and baseline data is presented in the "Additional Tables" section. Due to rounding, data in this section may not add to totals in other Budget volumes.

<sup>2</sup>Federal homeland security activities are currently defined by OMB in Circular A-11 as, "activities that focus on combating and protecting against terrorism, and that occur within the United States and its territories (this includes Critical Infrastructure Protection

(CIP) and Continuity of Operations (COOP) data), or outside of the United States and its territories if they support domestically-based systems or activities (e.g., visa processing or pre-screening high-risk cargo at overseas ports). Such activities include efforts to detect, deter, protect against, and, if needed, respond to terrorist attacks."

<sup>3</sup>The 2009 gross homeland security funding request level excludes \$2.2 billion for Bio-Shield.

**Table 3-1. HOMELAND SECURITY FUNDING BY AGENCY**

(Budget authority, in millions of dollars)

Budget Authority	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency <sup>1</sup>	2009 Request
Department of Agriculture .....	540.5	.....	570.0	.....	690.9
Department of Commerce <sup>2</sup> .....	205.0	.....	206.9	.....	262.3
Department of Defense .....	16,538.3	.....	17,374.4	.....	17,645.9
Department of Education .....	26.2	.....	27.1	.....	30.3
Department of Energy .....	1,719.2	.....	1,828.7	.....	1,942.9
Department of Health and Human Services .....	4,327.0	.....	4,300.6	.....	4,456.7
Department of Homeland Security .....	26,857.9	2,695.6	30,100.6	2,639.7	32,817.1
Department of Housing and Urban Development .....	1.9	.....	1.9	.....	4.1
Department of the Interior .....	47.8	.....	49.6	.....	43.5
Department of Justice .....	3,306.4	211.3	3,273.5	249.5	3,794.9
Department of Labor .....	49.4	.....	47.5	.....	51.4
Department of State .....	1,241.6	.....	1,961.5	.....	2,465.6
Department of Transportation .....	205.7	.....	205.3	.....	221.2
Department of the Treasury .....	126.8	.....	116.0	.....	126.6
Department of Veterans Affairs .....	259.8	.....	271.7	.....	348.1
Corps of Engineers .....	42.0	.....	42.0	.....	42.0
Environmental Protection Agency .....	166.7	.....	138.1	.....	170.3
Executive Office of the President .....	20.8	.....	21.2	.....	20.7
General Services Administration .....	168.2	.....	143.0	225.0	119.4
National Aeronautics and Space Administration .....	199.2	.....	205.2	.....	203.0
National Science Foundation .....	385.4	.....	373.9	.....	379.0
Office of Personnel Management .....	2.8	.....	2.3	.....	2.5
Social Security Administration .....	194.0	.....	212.6	.....	221.5
District of Columbia .....	8.5	.....	3.4	.....	15.0
Federal Communications Commission .....	2.3	.....	2.3	.....	2.3
Intelligence Community Management Account .....	56.0	.....	122.0	.....	12.6
National Archives and Records Administration .....	17.9	.....	17.7	.....	18.8
Nuclear Regulatory Commission .....	72.2	.....	72.1	.....	72.8
Securities and Exchange Commission .....	14.3	.....	16.4	.....	15.9
Smithsonian Institution .....	80.7	.....	93.1	.....	96.6
United States Holocaust Memorial Museum .....	7.8	.....	8.0	.....	9.0
Corporation for National and Community Service .....	33.6	.....	.....	.....	.....
<b>Total, Homeland Security Budget Authority .....</b>	<b>56,925.9</b>	<b>2,906.9</b>	<b>61,808.4</b>	<b>3,114.3</b>	<b>66,302.5</b>
Less Department of Defense .....	-16,538.3	.....	-17,374.4	.....	-17,645.9
<b>Non-Defense Homeland Security BA, excluding Mandatory PSIC Grants and BioShield .....</b>	<b>40,387.5</b>	<b>2,906.9</b>	<b>44,434.0</b>	<b>3,114.3</b>	<b>48,656.6</b>
Less Fee-Funded Homeland Security Programs .....	-4,534.4	.....	-5,347.7	.....	-5,355.3
Less Mandatory Homeland Security Programs .....	-2,435.5	.....	-2,871.7	.....	-3,223.9
<b>Net Non-Defense Discretionary Homeland Security BA, excluding Mandatory PSIC Grants and BioShield .....</b>	<b>33,417.7</b>	<b>2,906.9</b>	<b>36,214.6</b>	<b>3,114.3</b>	<b>40,077.3</b>
Plus Mandatory PSIC Grants .....	1,000.0	.....	.....	.....	.....
Plus BioShield .....	.....	.....	.....	.....	2,175.0
<b>Net Non-Defense Discretionary Homeland Security BA, including Mandatory PSIC Grants and BioShield .....</b>	<b>34,417.7</b>	<b>2,906.9</b>	<b>36,214.6</b>	<b>3,114.3</b>	<b>42,252.3</b>
<b>Obligations Limitations</b>					
Department of Transportation Obligations Limitation .....	121.0	.....	121.0	.....	121.3

<sup>1</sup> The 2008 supplemental and emergency funding levels for the Departments of Homeland Security (DHS) and Justice (DOJ) include both enacted and requested supplemental and emergency funding. DHS supplemental funding includes the pending \$113 million and DOJ supplemental funding includes the pending \$106 million.

<sup>2</sup> DOC's 2007 gross full-year CR level per H.J.Res. 20 for homeland security excludes \$1 billion in mandatory borrowing authority for the Public Safety Interoperable Communications (PSIC) Grants program to provide Federal grants to public safety agencies for communications interoperability purposes. Although technically scored in 2007, this funding will be made available from proceeds of the Federal Communications Commission's 2008 auction of returned television spectrum, at which time DOC will begin obligating funds.

The growth in Federal homeland security funding is indicative of the efforts that have been initiated to secure our Nation. However, it should be recognized that fully developing the strategic capacity to protect America is a complex effort with many challenges. There is a wide range of potential threats and risks from terrorism. To optimize limited resources and minimize the potential social costs to our free and open society,

we must apply a risk management approach across all homeland security efforts in order to identify and assess potential hazards (including their downstream effects), determine what levels of relative risk are acceptable, and prioritize and allocate resources among all homeland security partners, both public and private, to prevent, protect against, and respond to and recover from incidents.

Homeland security is a shared responsibility built upon a foundation of partnerships—Federal, State, local, and Tribal governments, the private and non-profit sectors, communities, and individual citizens all share common goals, responsibilities, as well as accountability, for securing the Homeland. In addition, partnerships in homeland security also extend beyond our Nation’s borders, with international cooperation continuing to be an enduring feature of our approach to threats that transcend jurisdictional and geographic boundaries.

The latest *National Strategy for Homeland Security of 2007* continues to provide a framework for addressing these challenges first set out by the President’s 2002 version. It guides the highest priority requirements for securing the Nation. As demonstrated below, the Federal government has used the *National Strategy* to guide its homeland security efforts.

In October 2007, the President issued an updated *National Strategy for Homeland Security*, which is serving to guide, organize, and unify our Nation’s homeland security efforts. This updated *National Strategy*, which builds directly from the first *National Strategy for Homeland Security* issued in July 2002, reflects our increased understanding of the terrorist threats confronting the United States and incorporates lessons learned from exercises and real-world catastrophes. It provides a common framework through which our entire Nation should focus its homeland security efforts on the following four goals:

- prevent and disrupt terrorist attacks;
- protect the American people, our critical infrastructure, and key resources;
- respond to and recover from incidents that do occur; and
- continue to strengthen the homeland security foundation we have built to ensure our long-term success.

For this year’s analysis, departments and agencies categorized their funding data based on the critical mission areas defined in the *National Strategy for Homeland Security* (July 2002), which are: Intelligence and Warning; Border and Transportation Security; Domestic Counterterrorism; Protecting Critical Infrastructures and Key Assets; Defending Against Catastrophic Threats; and Emergency Preparedness and Response. Next year’s categorization will be based on the four goals of the 2007 *National Strategy for Homeland Security*.

At the Federal level, the *National Strategy* is a dynamic document being implemented through a robust interagency planning and coordination process. It includes actions that agencies use and must build upon to measure progress. In some cases, progress may be easily measured. In others, Federal departments and agencies, along with State and local governments and the private sector, are working together to develop measurable goals. Finally, in some areas, Federal departments and agencies and partners must continue to develop a better understanding of changing risks and threats—such as the biological agents most likely to be used by a terrorist group or the highest-risk critical infrastructure targets—in order to develop benchmarks that suit the needs of the moment and at the same time align to long-term goals. For example, a major inter-agency effort currently occurring at the Federal level is the tracking and updating of the National Implementation Plan for the Global War on Terrorism and attendant performance measures that address homeland security.

Funding presented in this report is analyzed in the context of major “mission areas.” Activities in many of the mission areas are closely related and certain capabilities highlighted by a single mission area also enhance capabilities captured by other mission areas. For example, information gleaned from activities in the

**Table 3–2. POLICY ESTIMATES—HOMELAND SECURITY FUNDING BY NATIONAL STRATEGY MISSION AREA**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Intelligence and Warning .....	670.8	15.2	682.7	39.1	765.9
Border and Transportation Security .....	19,365.3	2,253.6	22,286.8	2,842.7	25,712.5
Domestic Counterterrorism .....	5,026.6	222.8	4,896.8	154.7	5,392.9
Protecting Critical Infrastructure and Key Assets ..	18,388.2	228.5	19,926.1	15.8	20,164.5
Defending Against Catastrophic Threats .....	8,595.9	149.9	8,278.1	2.0	9,054.8
Emergency Preparedness and Response .....	4,822.2	37.0	5,551.4	60.0	5,013.1
Other .....	56.9	.....	186.5	.....	198.8
<b>Total, Homeland Security Budget Authority ....</b>	<b>56,925.9</b>	<b>2,906.9</b>	<b>61,808.4</b>	<b>3,114.3</b>	<b>66,302.5</b>
Plus Mandatory Interoperability Communica- tions Grants .....	1,000.0	.....	.....	.....	.....
Plus BioShield .....	.....	.....	.....	.....	2,175.0
<b>Total Homeland Security Budget Authority plus Mandatory PSIC Grants and BioShield</b>	<b>57,925.9</b>	<b>2,906.9</b>	<b>61,808.4</b>	<b>3,114.3</b>	<b>68,477.5</b>

intelligence and warning category may be utilized to inform law enforcement activities in the domestic counterterrorism category. However, for the purposes of segmenting Federal homeland security funding by mission areas, discussions of cross-cutting activities have also been separated by mission areas.

Furthermore, there are a small number of notable cross-cutting activities that are not specifically highlighted in any of the mission areas. For example, although pandemic influenza preparedness is considered an essential activity, it does not necessarily fit into a single homeland security mission area, and general bio-defense and preparedness activities of the Federal government encompass it. Nevertheless, the preparations we are making for pandemic influenza have a direct impact on our ability to defend against and respond to terrorist weapons of mass destruction (WMD) threats.

The following table summarizes funding levels by the mission areas set forth in the *2002 National Strategy for Homeland Security*; more detailed analysis is provided in subsequent mission-specific analysis sections.

### Intelligence and Warning

The Intelligence and Warning mission area covers activities to detect terrorist threats and disseminate terrorist-threat information. This category includes intelligence collection, risk analysis, and threat-vulnerability integration activities for preventing terrorist attacks. It also includes information sharing activities among Federal, State, and local governments, relevant private sector entities, and the public at large. It does not include most foreign intelligence collection—although the resulting intelligence may inform homeland security activities—nor does it fully capture classified intelligence activities. In 2009, funding for intelligence and warning is distributed between DHS (53 percent), primarily in the Office of Intelligence and Analysis; DOJ (43 percent), primarily in the Federal Bureau of Investigation (FBI); and other Intelligence Community members (4 percent). The 2009 funding for intelligence and warning activities is 12.2 percent above the 2008 level.

**Table 3-3. INTELLIGENCE AND WARNING FUNDING**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Agriculture .....	7.6	.....	16.8	.....	16.8
Department of Commerce .....	1.8	.....	2.0	.....	2.0
Department of Homeland Security .....	380.1	8.0	370.2	.....	403.0
Department of Justice .....	219.5	7.2	213.8	39.1	329.3
Department of the Treasury .....	5.7	.....	3.6	.....	7.3
Intelligence Community Management Account .....	56.0	.....	76.4	.....	7.5
<b>Total, Intelligence and Warning .....</b>	<b>670.8</b>	<b>15.2</b>	<b>682.7</b>	<b>39.1</b>	<b>765.9</b>

The major requirements addressed in the intelligence and warning mission area include:

- Unifying and enhancing intelligence and analytical capabilities to ensure officials have the information they need to prevent attacks; and
- Implementing information sharing and warning mechanisms, such as the Homeland Security Advisory System, to allow Federal, State, local, and private authorities to take action to prevent attacks and protect potential targets.

As established by the Intelligence Reform and Terrorism Prevention Act (IRTPA) of 2004, the Director of National Intelligence (DNI) ensures that this office is setting collection and analysis priorities that are consistent with the *National Intelligence Strategy*. This strategy calls for the integration of both the domestic and foreign dimensions of U.S. intelligence so that there are no gaps in our understanding of threats to the homeland.

In accordance with the IRTPA's requirements for the Information Sharing Environment (ISE), the DNI is

also ensuring that information sharing takes place in an environment where access to terrorism information is matched to the roles, responsibilities, and missions of all the organizations across the intelligence community. These changes allow the intelligence community to “connect the dots” more effectively, develop a better integrated system for identifying and analyzing terrorist threats, and issue warnings more rapidly. The DNI, in conjunction with the Homeland Security Council (HSC) and relevant Federal agencies, has established the ISE Implementation Plan and ISE Privacy Guidelines in accordance with a Presidential directive in December 2005, which outlined new guidelines and protocols for improving information sharing between Federal, State, local, and foreign governments and the private sector.

The National Counterterrorism Center (NCTC) is specifically chartered to centralize U.S. Government terrorism threat analysis and ensure that all agencies receive relevant analysis and information. NCTC serves as the primary organization in the U.S. Government

for analyzing and integrating all intelligence pertaining to terrorism and counterterrorism (except purely domestic terrorism) and the central and shared knowledge bank on known and suspected terrorists and international terror groups. It also ensures that agencies, as appropriate, have access to and receive the all-source intelligence support needed to execute their counterterrorism plans or perform independent, alternative analysis. NCTC is tasked with coordinating counterterrorism operational planning on a global basis and developing strategic, operational plans for the Global War on Terrorism. The NCTC, with guidance from the National Security Council and the HSC, has created the first National Implementation Plan for the Global War on Terrorism, which will further consolidate the U.S. Government's efforts on the Global War on Terrorism.

The DNI and the NCTC work to utilize the unique assets and capabilities of other Government agencies and interagency groups—some of which are reorganizing to improve these capabilities and better interface with the new intelligence structure. As such, the NCTC allocates requirements to the agencies with the assets and capabilities to address them. In addition, NCTC has formed a new core staff of analysts drawn from multiple intelligence agencies. This variety ensures that NCTC can access the Intelligence Community's full breadth of knowledge and complement the activities of individual agencies. Despite the addition of this new permanent planning staff, NCTC will not undertake direct operations but will continue to leave mission execution with the appropriate agencies. This separation ensures that agencies' chains of command remain intact and prevent potentially excessive micromanagement of counterterrorism missions. Taken together, the creation of the NCTC and recent legislation and executive orders will ensure counterterrorism intelligence and warning assets are better allocated and more tightly coordinated, leading to improved intelligence for homeland security.

Over the past seven years, the FBI has developed its intelligence capabilities and improved its ability to protect the American people from threats to national security. It has built on its established capacity to collect information and enhanced its ability to analyze, disseminate and utilize intelligence. The percentage of the FBI's finished intelligence reports that were responsive to National Intelligence Priority Framework topics (which is a measure of how responsive the program is to the U.S. Intelligence Community's collection requirements) increased from 79 percent in 2005 to 92 percent in 2007. In 2007, 33 percent of human sources that the FBI obtained information from reported on Tier 1 threat groups, which is composed of entities with high intentions to harm the homeland and moderate or strong links with al-Qa'ida. Furthermore, the FBI's Terrorist Screening Center has significantly increase the number of positive encounters (database hits) with subjects through multiple Federal screening processes

from approximately 5,300 hits in 2004 to over 21,000 in 2007.

The President's 2009 Budget supports the FBI's priorities and its continuing transformation by providing the resources needed to enhance its national security capabilities and improve supporting information technology and infrastructure. These initiatives will increase the number of agents and specialists working national security cases; enhance intelligence collection, systems, and training; improve information technology (IT) systems that reduce paperwork and facilitate information sharing; and expand partnerships with Federal, state, local and foreign agencies, as well as the private sector. Among the intelligence-related enhancements in the 2009 budget are \$26 million for the confidential human source validation program, \$25 million for foreign language translation programs and \$10 million for technical collections.

As a result of the Department of Homeland Security's 2006 reorganization (Second Stage Review), a new Office of Intelligence and Analysis (I&A) was established to strengthen intelligence functions and information sharing within DHS. I&A gathers information to analyze terrorist threats to critical infrastructure, transportation systems, or other targets inside the homeland. Led by the DHS Chief Intelligence Officer reporting directly to the Secretary, this office not only relies on personnel from the former Information Analysis and Infrastructure Protection Directorate, but also draws on the expertise of other DHS components with information collection and analytical capabilities. For example, improved coordination and information sharing between border agents, air marshals, and intelligence analysts deepens the Department's understanding of terrorist threats. By maintaining and expanding its partnership with the NCTC, DHS will better coordinate its activities with other members within the intelligence community and the DNI.

I&A also serves as the focal point for disseminating homeland security information to State and local entities. For example, I&A is connected to homeland security directors and intelligence analysts of States, counties, and territories through the Homeland Security Information Network (HSIN) and it is deploying the Homeland Security Data Network (HSDN) to them as well, with over 18 State and Local Fusion Centers already able to access DHS secret-level classified systems through HSDN. All 50 States and major urban areas are connected to HSIN, and it is being rolled out to major counties as well. Furthermore, in recognition of the limitations of virtual interactions through electronic communications networks, beginning in 2006, I&A has begun deploying liaisons and intelligence analysts to State and Local Intelligence Fusion Centers across the Nation to improve the flow and quality of homeland security information to State, local and private sector partners and ensure a more accurate situational awareness for DHS and its Federal partners. In 2007, DHS disseminated a total of 355 intelligence products to its Federal, State, local, tribal, and private sector partners.

## Border and Transportation Security

This mission area covers activities to protect border and transportation systems, such as screening airport passengers, detecting dangerous materials at ports overseas and at U.S. ports-of-entry, and patrolling our coasts and the land between ports-of-entry. The majority of funding in this mission area (\$23 billion, or 89 percent, in 2009) is in DHS, largely for the U.S. Customs and Border Protection (CBP), the Transportation Security Administration (TSA), and the U.S. Coast Guard. Other DHS bureaus and other Federal Departments, such as the Departments of State and Justice, also play a significant role. The President's 2009 request would increase funding for border and transportation security activities by 15.4 percent over the 2008 level.

Securing our borders and transportation systems is a complex task. Security enhancements in one area may make another avenue more attractive to terrorists. Therefore, our border and transportation security strategy aims to make the U.S. borders "smarter"—targeting layered resources toward the highest risks and sharing information so that frontline personnel can stay ahead of potential adversaries—while facilitating the flow of legitimate visitors and commerce. The creation of DHS allowed for unification of the Federal Government's major border and transportation security resources, which facilitates the integration of risk targeting systems and ensures greater accountability in border and transportation security. Rather than having separate systems for managing goods, people, and agricultural products, one agency is now accountable for ensuring that there is one cohesive border management system.

The 2009 Budget provides approximately \$9.5 billion for Customs and Border Protection (CBP) including nearly \$500 million in funding for 2,200 new Border Patrol agents. The President has committed to more than doubling the size of the Border Patrol to 18,300 agents before he leaves office and obtaining funding for an additional 1,700 by the end of 2009. At the start of the President's administration, there were approximately 9,000 Border Patrol agents.

To further gain control of our borders, the Budget also continues funding for technology and infrastructure along the border. In September of 2006, DHS awarded a contract to implement the technological and infrastructure component of its Secure Border Initiative (SBI) effort, SBInet. SBInet will concentrate on using proven, technology to significantly improve the availability of information and tools to Border Patrol agents so they can better detect, identify, classify and confront illegal border activity by those who pose a threat to the United States. The Budget includes \$775 million for this priority. This investment will support smarter and more secure borders.

The Administration has effectively ended the practice of "catch and release" along the northern and southern borders. Non-Mexican illegal aliens apprehended at the border are now detained and then returned to their home countries as quickly as possible and all non-criminal Mexican illegal aliens apprehended are returned to Mexico immediately. The 2009 Budget includes \$2.6 billion in detention and removal resources to continue this success and supports a total of 33,000 detention beds across the country to house illegal aliens apprehended by DHS.

To improve coordination and provide assistance to State and local law enforcement officials, the Budget will expand a successful Federal/State and local partnership—the 287(g) program, which provides State/local law enforcement officials with guidance and training in immigration law, subject to the direction of the Secretary of Homeland Security. The 2009 Budget includes an increase of \$12 million for the 287(g) program and the Law Enforcement Support Center, including the training of State and local law enforcement officers, detention beds for apprehended illegal aliens, and personnel to assist state and local law enforcement when they encounter aliens.

Key to the Federal Government's screening of international visitors is the US-VISIT program, which is designed to expedite the clearance of legitimate travelers while identifying and denying clearance to those who may intend harm. US-VISIT previously collected two digital fingerprints and a digital photograph of all foreign visitors entering the United States. In 2007,

**Table 3-4. BORDER AND TRANSPORTATION SECURITY FUNDING**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Agriculture .....	214.2	.....	244.1	.....	255.1
Department of Commerce .....	1.5	.....	1.6	.....	1.8
Department of Homeland Security .....	17,823.7	2,253.6	20,004.5	2,511.7	22,970.8
Department of Justice .....	20.6	.....	4.5	106.0	4.6
Department of State .....	1,190.3	.....	1,901.8	.....	2,395.5
Department of Transportation .....	14.6	.....	15.3	.....	10.7
General Services Administration .....	100.4	.....	115.0	225.0	74.0
<b>Total, Border and Transportation Security .....</b>	<b>19,365.3</b>	<b>2,253.6</b>	<b>22,286.8</b>	<b>2,842.7</b>	<b>25,712.5</b>

the number of biometric watch list hits for travelers processed at U.S. ports of entry exceeded 6,000, and the number of hits for visa applicants at consular offices exceeded 4,000. In November 2007, US-VISIT introduced technology to collect 10 fingerprints from arriving foreign visitors with the plan to roll-out 10-print collection to 8 more ports soon. In order to ensure that US-VISIT has full coverage of all potential visitors to the United States, all U.S. ports of entry will transition to collecting 10 fingerprints by the end of 2008. The 2009 Budget includes \$390 million to support the increased system infrastructure and continue the progress toward interoperability with the FBI's fingerprint system, the Integrated Automated Fingerprint Identification System (IAFIS).

In order to further improve aviation security, in 2009, the Administration will devote nearly \$6.0 billion to the multi-layered, risk-based aviation security system, including: \$3 billion for over 48,000 Transportation Security Officers and technologies to screen passengers and their baggage for weapons and explosives. TSA will continue to provide specialized training in the detection of suspicious behaviors, fraudulent documents, and improvised explosive devices, \$131 million for enhancements at passenger checkpoints to improve the detection of prohibited items, especially weapons and explosives, through the use of additional sensors such as whole body imaging, liquid bottle scanners, automated explosive sampling, and cast and prosthesis scanners; and nearly \$100 million for air cargo security inspectors, canine teams, and the Certified Shipper Program to achieve 100 percent screening of passenger air cargo in 2010.

The Budget will also recapitalize checked baggage screening devices and accelerate deployment of inline systems that will increase baggage throughput by up to 300 percent. The President's Budget proposes a temporary, four-year surcharge on the passenger security fee of \$0.50 per enplanement with a maximum increase of \$1.00 per one-way trip. The additional fee collections of \$426 million would be deposited in the mandatory Aviation Security Capital Fund to accelerate the deployment of optimal checked baggage screening systems and address the need to recapitalize existing equipment deployed immediately after September 11, 2001.

In the area of surface transportation security, TSA assessed approximately 37 percent of national critical surface transportation assets or systems in pipeline, maritime, mass transit, rail, highway, motor carrier, and postal shipping sectors in 2007 and continues to provide assistance to the Federal Emergency Management Agency (FEMA) in its review of infrastructure protection grant applications. In 2009, TSA will devote over \$375 million for surface transportation security, including funding for nearly 100 inspectors to conduct risk-based assessments in the largest mass transit and rail systems.

Safeguarding our seaports is critical since terrorists may seek to use them to enter the country or introduce weapons or other dangerous materials. With 95 percent

of all U.S. cargo passing through the Nation's 361 ports, a terrorist attack on a major seaport could slow the movement of goods and be economically devastating to the nation. The Maritime Transportation Security Act (MTSA) and its implementing regulations, issued by DHS in October 2003, require ports, vessels, and facilities to conduct security assessments. In 2009, the Coast Guard will continue to ensure compliance with MTSA port and vessel security standards and regulations. The 2009 Budget provides nearly \$3 billion for port security across DHS, primarily for Coast Guard port security activities such as Maritime Safety and Security Teams and harbor patrols. In addition, the Coast Guard's budget funds operations to strengthen intelligence collection and surveillance capabilities in the maritime environment, both of which contribute to the broader Coast Guard effort to enhance Maritime Domain Awareness. In 2007, Congress passed P.L. 109-347, the SAFE Port Act, which requires enhanced screening of cargo bound for the United States, among other port security measures. In addition, port operators are eligible for grants to fund security enhancements under DHS' Infrastructure Protection Program (IPP) which falls under the Infrastructure Protection mission area.

The Department of State's Bureau of Consular Affairs is the second largest contributor to border and transportation security. The Department's Border Security Program includes visa, passport, American Citizen Services and International Adoption programs. For foreign visitors that require a visa, the Department of State collects the visitor's biometric and biographic data, which is then checked against U.S. government databases, thereby improving the ability to make a visa determination. When the visitor arrives in the United States, US-VISIT procedures allow DHS to determine whether the person applying for entry is the same person who was issued the visa by the Department of State. This and additional database checks improve the ability of DHS to make admissibility decisions.

In addition, the Department of State will continue to respond to demand for secure travel documents that will be required by the Western Hemisphere Travel Initiative. Under this initiative, United States citizens and foreign visitors traveling to and from the Caribbean, Bermuda, Panama, Canada or Mexico will be required to have a passport or standardized travel card that establishes the bearer's identity and nationality to enter or re-enter the United States. The initiative will improve security at our borders by standardizing entry and exit information and increasing the ability of Government agencies to work together.

Furthermore, the President's 2009 request significantly increases funding for the Department of State's border security program to Mexico for the purchase of x-ray systems to inspect trucks and trains, a mobile x-ray van, patrol vehicles, cameras, fences, and training and systems support to Mexican customs and immigration officials.

## Domestic Counterterrorism

Funding in the Domestic Counterterrorism mission area covers Federal and Federally-supported efforts to identify, thwart, and prosecute terrorists in the United

States. The largest contributors to the domestic counterterrorism mission are law enforcement organizations: the DOJ (largely for the FBI) and DHS (largely for ICE), accounting for 52.7 and 45.5 percent of funding for 2009, respectively.

**Table 3-5. DOMESTIC COUNTERTERRORISM FUNDING**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Homeland Security .....	2,461.1	27.0	2,220.2	68.0	2,454.3
Department of Interior .....	0.3	.....	0.2	.....	0.2
Department of Justice .....	2,469.4	195.8	2,590.9	86.7	2,839.4
Department of Transportation .....	20.0	.....	23.0	.....	29.0
Department of the Treasury .....	74.4	.....	62.4	.....	69.8
Social Security Administration .....	1.4	.....	0.2	.....	0.2
<b>Total, Domestic Counterterrorism .....</b>	<b>5,026.6</b>	<b>222.8</b>	<b>4,896.8</b>	<b>154.7</b>	<b>5,392.9</b>

Since the attacks of September 11th, preventing and interdicting terrorist activity within the United States has become a priority for law enforcement at all levels of government. The major requirements addressed in the domestic counterterrorism mission area include:

- Developing a proactive law enforcement capability to prevent terrorist attacks;
- Apprehending potential terrorists; and
- Improving law enforcement cooperation and information sharing to enhance domestic counterterrorism efforts across all levels of government.

The President's 2009 Budget supports the FBI's top strategic priority: to protect the United States from terrorist attacks. FBI continues to build its counterterrorism capabilities post-9/11. Over the past seven years, FBI has shifted resources to counterterrorism from lower priority programs, hired and trained additional field investigators, enhanced science and technology capabilities, and strengthened headquarters oversight of the counterterrorism program. In 2007, the FBI reported over 3,600 State and local law enforcement participants in its Joint Terrorism Task Forces that are found all across the nation. Overall, FBI resources in the domestic counterterrorism category have increased from \$0.9 billion in 2002 to \$2 billion in 2009. Among the largest 2009 initiatives for enhancing counterterrorism capabilities are \$28 million for national security field investigations, \$28 million for surveillance operations, and \$16 million for the Weapons of Mass Destruction Directorate.

ICE works to deter and dismantle terrorist groups, individuals, and companies involved in the illegal procurement and movement of weapons of mass destruction and their materials and components. ICE National Security Investigations personnel work closely with the Federal Bureau of Investigation's Joint Terrorism Task Forces to utilize the collective resources of the partici-

pating agencies for the prevention, deterrence, and investigation of terrorism and related activities occurring in or affecting the United States.

## Protecting Critical Infrastructure and Key Assets

Funding in the Protecting Critical Infrastructure and Key Assets mission area captures the efforts of the U.S. Government to secure the Nation's infrastructure, including information infrastructure, from terrorist attacks. Protecting the Nation's critical infrastructure and key assets is a complex challenge for two reasons: (1) the diversity of infrastructure and (2) the high level of private ownership (85 percent) of the Nation's critical infrastructure and key assets. DOD continues to report the largest share of funding in this category for 2009 (\$12 billion, or 59.8 percent), which includes programs focusing on physical security and improving the military's ability to prevent or mitigate the consequences of attacks against departmental personnel and facilities. DHS has overall responsibility for prioritizing and executing infrastructure protection activities at the national level and accounts for \$3.8 billion (18.7 percent) of 2009 funding. In addition, a total of 25 other agencies report funding to protect their own assets and work with States, localities, and the private sector to reduce vulnerabilities in their areas of expertise. The President's 2009 request increases funding for activities to protect critical infrastructure and key assets by \$238 million (1.2 percent) over the 2008 level.

Securing America's critical infrastructure and key assets is a complex task. The major requirements include:

- Unifying disparate efforts to protect critical infrastructure across the Federal Government, and with State, local, and private stakeholders;
- Building and maintaining an accurate assessment of America's critical infrastructure and key assets and prioritizing protective action based on risk;

**Table 3-6. PROTECTING CRITICAL INFRASTRUCTURE AND KEY ASSETS FUNDING**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Agriculture .....	34.2	.....	39.2	.....	59.3
Department of Defense .....	11,254.0	.....	12,126.8	.....	12,058.3
Department of Energy .....	1,537.6	.....	1,604.4	.....	1,626.0
Department of Health and Human Services .....	185.4	.....	192.4	.....	199.6
Department of Homeland Security .....	3,107.3	222.0	3,840.4	.....	3,768.4
Department of Justice .....	545.0	6.5	409.4	15.8	571.4
Department of Transportation .....	155.5	.....	149.3	.....	162.7
Department of Veterans Affairs .....	217.7	.....	216.3	.....	277.4
National Aeronautics and Space Administration ....	199.2	.....	205.2	.....	203.0
National Science Foundation .....	357.4	.....	348.9	.....	364.0
Social Security Administration .....	191.9	.....	211.5	.....	220.3
Other Agencies .....	603.0	.....	582.3	.....	654.1
<b>Total, Protecting Critical Infrastructure and Key Assets .....</b>	<b>18,388.2</b>	<b>228.5</b>	<b>19,926.1</b>	<b>15.8</b>	<b>20,164.5</b>

- Enabling effective partnerships to protect critical infrastructure; and
- Reducing threats and vulnerabilities in cyberspace.

Homeland Security Presidential Directive 7 (HSPD-7), signed in December 2003, established a national policy to protect critical infrastructure and key resources from attack, to ensure the delivery of essential goods and services, and to maintain public safety and security. Under HSPD-7, DHS is responsible for coordinating Federal critical infrastructure programs and working closely with State and local governments and the private sector to aligning protection efforts. To provide the overall framework to integrate various critical infrastructure protection activities, DHS developed the National Infrastructure Protection Plan (NIPP). The plan's risk-management approach provides the framework for government and industry to work together on common protective goals, while focusing resources where they are needed the most.

Recognizing that each infrastructure sector possesses its own unique characteristics, HSPD-7 also designated sector-specific agencies to coordinate infrastructure protection efforts within each sector. As a result, each of the 17 sectors developed a Sector Specific Plan (SSP) as part of the NIPP process. These plans build on the base NIPP plan and establish partnership models through which public and private sector security partners will work together to collect infrastructure information, prioritize assets and protective programs, and develop metrics to inform future initiatives.

DHS recently reorganized and combined its preparedness and response functions to fulfill requirements of the 2007 Homeland Security Appropriations Act. DHS also created the National Protection and Programs Directorate (NPPD), which includes offices that were omitted from the transfer to FEMA by statute. These offices, which focus on physical and cyber infrastructure

protection, as well as other major security initiatives, will be part of the newly created NPPD.

The Office of Infrastructure Protection (IP) within NPPD oversees NIPP implementation and is responsible for managing and prioritizing infrastructure protection at the national level. IP conducts site visits and assessments each year on critical infrastructure and provides sector-specific threat and vulnerability information to the private sector in partnership with DHS Intelligence and Analysis. In 2007, IP also took on the responsibility for implementing DHS' chemical facility security regulations, which ensure our nation's chemical facilities meet risk-based performance standards for security. The 2009 Budget provides \$273 million for these activities. In conjunction with funding for the Office of Infrastructure Protection, the Infrastructure Protection Program (IPP) within FEMA consists of five grant programs funding security enhancement projects in and around transportation assets and other critical infrastructure sites. Awarded through the Office of Grants and Training, IPP grants supplement State and local infrastructure security efforts, especially detection and prevention investments.

Cyberspace security is a key element of infrastructure protection. The consequences of a cyber attack could cascade across the economy, imperiling public safety and national security. To address this threat, DHS established the National Cyber Security Division (NCS) in 2003—in response to the President's *National Strategy to Secure Cyberspace*—in order to identify, analyze and reduce cyber threats and vulnerabilities, coordinate incident response, and provide technical assistance. NCS works collaboratively with public, private, and international entities to secure cyberspace and America's cyber assets. NCS also manages the U.S. Computer Emergency Response Team (US-CERT), which coordinates defense against and responds to cyber attacks across the nation. US-CERT deploys "Einstein" intrusion detection sensors on Federal networks and oper-

ates a cyber watch, warning, and analysis center to provide real-time alerts to Federal departments and agencies, State and local governments, and the private sector. The 2009 budget expands US-CERT analytic capabilities and defensive measures to ensure information on our Federal networks is secure. To support these critical preparedness activities, the Budget includes \$294 million for the NCSA in 2009. Moreover, the Budget includes an additional \$39 million for the FBI's cyber security activities in 2009.

### Defending Against Catastrophic Threats

The Defending Against Catastrophic Threats mission area covers activities including research, development,

and deployment of technologies, systems, and medical measures to detect and counter the threat of chemical, biological, radiological, and nuclear weapons. The agencies with the most significant resources to help develop and field technologies to counter CBRN threats are: (1) DOD (\$5 billion, or 55.5 percent, of the 2009 total); (2) HHS, largely for research at the National Institutes of Health (NIH) and for advanced development of medical countermeasures (\$2.2 billion, or 24.5 percent, of the 2009 total); and (3) DHS (\$1.2 billion, or 13.7 percent, of the 2009 total). The President's 2009 request would increase funding for activities to defend against catastrophic threats by \$777 million (8.6 percent) over the 2008 level.

**Table 3-7. DEFENDING AGAINST CATASTROPHIC THREATS FUNDING**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Agriculture .....	233.0	.....	215.6	.....	296.2
Department of Commerce .....	88.7	.....	85.0	.....	96.0
Department of Defense .....	4,889.8	.....	4,754.4	.....	5,026.9
Department of Energy .....	62.1	.....	63.5	.....	89.9
Department of Health and Human Services .....	2,022.2	.....	2,008.3	.....	2,219.1
Department of Homeland Security .....	1,204.4	148.0	1,056.2	.....	1,236.2
Department of Justice .....	42.1	1.9	45.2	2.0	40.3
Department of the Treasury .....	0.9	.....	1.8	.....	2.4
National Science Foundation .....	28.0	.....	25.0	.....	15.0
Nuclear Regulatory Commission .....	24.7	.....	23.2	.....	32.8
<b>Total, Defending Against Catastrophic Threats Plus BioShield .....</b>	<b>8,595.9</b>	<b>149.9</b>	<b>8,278.1</b>	<b>2.0</b>	<b>9,054.8</b> 2,175.0
<b>Total, Defending Against Catastrophic Threats including BioShield .....</b>	<b>8,595.9</b>	<b>149.9</b>	<b>8,278.1</b>	<b>2.0</b>	<b>11,229.8</b>

The major requirements addressed in this mission area include:

- Preventing terrorist use of CBRN weapons through detection systems and procedures, and improving decontamination techniques; and
- Developing countermeasures, such as vaccines and other drugs to protect the public from the threat of a CBRN attack or other public health emergency.

To protect against a nuclear or radiological weapon entering the country, the Domestic Nuclear Detection Office (DNDO) was created in 2005 within DHS to coordinate the Nation's nuclear detection efforts. DNDO, together with the Departments of State, Energy, Defense, and Justice, is responsible for developing and deploying a comprehensive system to detect and report any attempt to import a nuclear explosive device or radiological material into the United States. With an additional 154 radiation portal monitors for screening cargo deployed to the Nation's largest seaports, DNDO, in 2007, screened over 94% of incoming cargo containers (by volume) to the United States for dangerous radio-

active materials. DNDO is also responsible for establishing response protocols to ensure that the detection of a nuclear explosive device or radiological material leads to timely and effective action by military, law enforcement, emergency response, and other appropriate Government assets. The 2009 Budget includes \$564 million for DNDO, a 16 percent increase from the 2008 level.

In 2009, DNDO will invest \$113 million in transformational research and development aimed at enhancing our ability to detect, identify, and attribute nuclear and radiological materials. This research looks beyond current capabilities and seeks to find new scientific tools and methodologies that may prove useful in broad efforts to focus the Nation's resources toward countering the threat of nuclear and radiological devices. DNDO's budget also includes \$170 million for the deployment of both fixed and mobile radiation portal monitors at strategic points of entry throughout the country. An additional \$20 million will be used to improve the detection of radiological and nuclear materials in and around the Nation's major urban areas.

Together with overseas non-proliferation efforts led by the Department of State, and overseas detection capabilities managed by the Department of Energy, these programs seek to create a seamless approach toward preventing terrorists anywhere in the world from acquiring, transporting, or introducing these materials into the United States.

To counter the threat of CBRN weapons, the Budget continues to invest in efforts to decrease the time between an attack and implementation of Federal, State and local response protocols. Unlike an attack with conventional weapons, a CBRN attack may not be immediately apparent. Working to ensure earlier detection and characterization of an attack helps protect and save lives. DHS will therefore continue to support efforts such as the BioWatch environmental monitoring program, which samples and analyzes air in over 30 metropolitan areas to continually check for dangerous biological agents. The program is designed to provide early warning of a large-scale biological weapon attack, thereby allowing the distribution of life-saving treatment and preventative measures before the development of serious and widespread illnesses.

A key element in defending against catastrophic threats is developing and maintaining adequate countermeasures for a CBRN attack. This not only means stockpiling countermeasures that are currently available, but developing new countermeasures for agents that currently have none, and next-generation countermeasures that are safer and more effective than those that presently exist. The Budget continues HHS' investment in developing medical countermeasures to CBRN threats with \$2.1 billion in funding, which is more than \$2.0 billion over the level prior to 9/11 (this includes funding for programs focused on chemical and radiological and nuclear countermeasures referenced below). For 2009, the Budget includes \$275 million for the advanced development of medical countermeasures against threats of bioterrorism and next generation ventilators. Large investments in basic research of medical countermeasures at HHS have helped create multiple promising products to protect the public against the

threat of a terrorist attack. These investments will accelerate the development of these products to help Project BioShield acquire them more quickly for inclusion in the Strategic National Stockpile.

HHS will also continue to improve human health surveillance with \$100 million dedicated to biosurveillance activities, including the BioSense program (allowing local, State, and national public health authorities to monitor "real-time" trends in data from hospitals, emergency departments, and laboratories to identify and characterize potential human health threats), and augmenting the number and quality of border health and quarantine stations. HHS will enhance its internal bio-defense and emergency preparedness activities with \$131 million, to include an expansion of the laboratory response network capability and capacity to test for radiological and nuclear material exposure. The Food and Drug Administration and the Department of Agriculture will also conduct surveillance to ensure the security of the food supply. Information collected from these programs will be disseminated to the National Biosurveillance Integration Center at DHS.

DOD defends the nation against catastrophic threats by undertaking long-term research on chemical and biological threats and by developing strategies to counter the risk of such attacks. DOD's efforts in maritime defense and interdiction provide early detection and response to possible CBRN threats. DOD also conducts anti-terrorism planning to defend against a potential CBRN or other terrorist attack against a military base or installment. Finally, the U.S. Northern Command, the military command responsible for DOD's homeland defense activities, is included in this category.

### Emergency Preparedness and Response

The Emergency Preparedness and Response mission area covers agency efforts to bolster capabilities nationwide to prevent and protect against terrorist attacks, and also minimize the damage from attacks through effective response and recovery. The mission area encompasses a broad range of agency incident manage-

**Table 3-8. EMERGENCY PREPAREDNESS AND RESPONSE FUNDING**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Defense .....	394.5	.....	493.3	.....	560.7
Department of Energy .....	119.5	.....	160.8	.....	227.0
Department of Health and Human Services .....	2,119.5	.....	2,099.9	.....	2,038.0
Department of Homeland Security .....	1,826.6	37.0	2,425.4	60.0	1,788.5
Other Agencies .....	362.2	.....	372.0	.....	398.8
<b>Total, Emergency Preparedness and Response Plus Mandatory PSIC Grants .....</b>	<b>4,822.2</b>	<b>37.0</b>	<b>5,551.4</b>	<b>60.0</b>	<b>5,013.1</b>
<b>Total, Emergency Preparedness and Re- sponse, including Mandatory Communica- tions Interoperability Grants .....</b>	<b>5,822.2</b>	<b>37.0</b>	<b>5,551.4</b>	<b>60.0</b>	<b>5,013.1</b>

ment activities, as well as grants and other assistance to States and localities for first responder preparedness capabilities. Response to natural disasters and other major incidents, including catastrophic natural events such as Hurricane Katrina and chemical or oil spills, do not directly fall within the definition of a homeland security activity for funding purposes, as defined by Section 889 of the Homeland Security Act of 2002. However, in preparing for terrorism-related threats, many of the activities within this mission area also support preparedness for catastrophic natural and man-made disasters. Additionally, lessons learned from the response to Hurricane Katrina have been used to revise and strengthen catastrophic response planning in line with the National Response Framework.

HHS, the largest participant in this mission area (\$2 billion, or 40.7 percent, in 2009), assists States, localities and hospitals to upgrade public health capacity, maintains a national stockpile of medicines and vaccines for use following an event, and supports the National Disaster Medical System. DHS maintains the second largest share of funding in this category (\$1.8 billion, or 35.7 percent, for 2009), mainly for preparedness grant assistance to State and local first responders. A total of 23 other agencies include emergency preparedness and response funding. A number of agencies maintain specialized response assets that may be called upon in select circumstances, and others report only funding for their agency's internal preparedness capability. The major requirements addressed in this mission area include:

- Establishing measurable goals for national preparedness and ensuring that Federal funding supports these goals;
- Ensuring that Federal programs to train and equip States and localities meet the National Preparedness Guidelines in a coordinated and complementary manner;
- Encouraging standardization and interoperability of first responder equipment, especially for communications;
- Building a national training, exercise, and evaluation system;
- Implementing the National Incident Management System;
- Preparing health care providers for a mass casualty event; and
- Augmenting America's pharmaceutical and vaccine stockpiles.

Many of the key elements of the national emergency response system are already in place. During 2004, separate Federal response plans were integrated into a single all-hazards National Response Plan. The National Incident Management System was simultaneously developed to integrate a standardized Incident Command System throughout Federal, State and local response agencies and organizations. Recently, the National Response Plan was substantially revised as the National Response Framework to provide clear national response doctrine and incorporate lessons learned from

Hurricane Katrina. Additionally, the publication of the National Preparedness Guidelines provides a consistent framework for guiding Federal, State, and local investments. In order to ensure that these investments translate into improvements in preparedness, we must continue to identify capability gaps and improve prevention, protection, response and recovery capabilities at all levels of government. A related challenge is ensuring that investments in State and local preparedness are focused on building and enhancing national capabilities, and not simply supplanting day-to-day operating budgets. DHS is leading an interagency effort to better match Federal resources with achieving national target capabilities.

From 2001 through 2008, the Federal Government has allocated over \$30 billion in State and local terrorism preparedness funding from the Departments of Homeland Security, Health and Human Services, and Justice, and the Environmental Protection Agency, increasing spending from an annual level of approximately \$350 million in 2001 to over \$3.1 billion in the 2009 request. The funding growth has been directed to Federal programs and grant assistance which support State and local preparedness and response activities, including equipping, training and exercising first responders, and preparing the public health infrastructure, for a range of terrorist threats. In addition, to supplement available State and local assistance for public safety communications interoperability, the Department of Commerce, in consultation with DHS, awarded up to \$1 billion to qualified applicants for this purpose in 2007 from anticipated spectrum auction receipts. The Federal Government has taken steps to rationalize and simplify the distribution of State and local assistance; better target funds based on risk and effectiveness; and develop and implement the seven national priorities and 37 target capabilities identified in the National Preparedness Guidelines. As a result, the percent of participating State and local homeland security agencies and major urban area grant recipients reporting measurable progress made towards identified goals and objectives to prevent and respond to terrorist attacks increased to approximately 67 percent and 64 percent, respectively, in 2007.

The 2009 Budget provides over \$150 million for DHS programs which train and exercise first responders in preparation for catastrophic events including the National Exercise Program, the National Domestic Preparedness Consortium, the Center for Domestic Preparedness, the U.S. Fire Administration, and the Emergency Management Institute. In 2007, the Federal Emergency Management Agency (FEMA) within DHS reported that 72 percent of assisted jurisdictions demonstrated acceptable performance on applicable critical tasks in exercises using approved scenarios. To continue this positive trend, the 2009 Budget also provides grants which support coordinated terrorism preparedness training, exercises, and equipment for State and local responders across the various responder disciplines. The 2009 request includes nearly \$1.5 billion

for terrorism preparedness grants to be administered by FEMA and proposes to continue current progress on the grant allocation process to better address threats and needs. The Budget also supports a range of Federal response capabilities, including providing \$110 million for the Department of Energy's Nuclear Emergency Support Team, \$20 million for FEMA's Urban Search and Rescue teams, \$53 million for the National Disaster Medical System, and other emergency response, management, and operations assets. The capabilities of these teams range from providing radiological assistance in support of State and local agencies to responding to major incidents worldwide.

In order to ensure that the nation is prepared for dealing with a biological attack, the Administration continues to make significant investments in medical countermeasures through Project BioShield.<sup>4</sup> While the stockpiling of medical countermeasures is the primary goal, BioShield is also designed to stimulate the development of the next generation of countermeasures by allowing the Federal Government to buy critically needed vaccines and medications for biodefense as soon as experts agree that they are safe and effective enough to be added to the Strategic National Stockpile. As a result, this program also provides an incentive for the development and manufacturing of advanced countermeasures, ensuring that new and improved countermeasures will be available in the future. The Budget includes \$571 million to maintain and augment this supply of vaccines and other countermeasures that can be made available within 12 hours in the event of a terrorist attack or other public health emergency. This includes funding for storage and maintenance of products purchased through BioShield.

Finally, HHS has the lead role in preparing public health providers for catastrophic terrorism. In addition to providing additional funding to expand HHS's public health and medical response capabilities, including disaster medical assistance, the 2009 Budget also provides nearly \$362 million to continue improvements for hospital infrastructure and \$571 million for upgrades to State and local public health capacity. In 2009, HHS intends to align the grant cycles with the States' fiscal year. Taking this one-time change into account, the 2009 funding is a \$25 million increase over 2008. This investment will bring the total assistance provided by HHS to States, local governments and health care providers since 2001 to over \$9 billion.

### **Non-Federal Expenditures<sup>5</sup>**

State and local governments and private-sector firms also have devoted resources of their own to the task

<sup>4</sup>BioShield is a shared responsibility, joining the intelligence capabilities of DHS with the medical expertise of HHS.

<sup>5</sup>OMB does not collect detailed homeland security expenditure data from State, local, or private entities directly.

of defending against terrorist threats. Some of the additional spending has been of a one-time nature, such as investment in new security equipment and infrastructure; some additional spending has been ongoing, such as hiring more personnel, and increasing overtime for existing security personnel. In many cases, own-source spending has supplemented the resources provided by the Federal Government.

Many governments and businesses continue to place a high priority on and provide additional resources for security. On the other hand, many entities have not increased their spending. A 2004 survey conducted by the National Association of Counties found that as a result of the homeland security process of intergovernmental planning and funding, three out of four counties believed they were better prepared to respond to terrorist threats. Moreover, almost 40 percent of the surveyed counties had appropriated their own funds to assist with homeland security. Own-source resources supplemented funds provided by States and the Federal Government. However, the same survey revealed that 54 percent of counties had not used any of their own funds.<sup>6</sup>

There is also a diversity of responses in the businesses community. A 2003 survey conducted by the Conference Board showed that just over half of the companies reported that they had permanently increased security spending post-September 11, 2001. About 15 percent of the companies surveyed had increased their security spending by 20 percent or more. Large increases in spending were especially evident in critical industries, such as transportation, energy, financial services, media and telecommunications, information technology, and healthcare. However, about one-third of the surveyed companies reported that they had not increased their security spending after September 11th.<sup>7</sup> Given the difficulty of obtaining survey results that are representative of the entire universe of States, localities, and businesses, it is expected that there will be a wide range of estimates on non-Federal security spending for critical infrastructure protection.

### **Additional Tables**

The tables in the Federal expenditures section above present data based on the President's policy for the 2008 Budget. The tables below present additional policy and baseline data, as directed by the Homeland Security Act of 2002.

<sup>6</sup>Source: National Association of Counties, "Homeland Security Funding—2003 State Homeland Security Grants Programs I and II."

<sup>7</sup>Source: Conference Board, "Corporate Security Management" 2003.

## Estimates by Agency:

**Table 3-9. DISCRETIONARY FEE-FUNDED HOMELAND SECURITY ACTIVITIES BY AGENCY**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Energy .....	14.3	.....	15.7	.....	14.4
Department of Homeland Security .....	2,910.0	.....	2,819.0	.....	2,985.0
Department of State .....	1,166.7	.....	1,878.9	.....	1,959.0
General Services Administration .....	161.5	.....	360.0	.....	111.4
Social Security Administration <sup>8</sup> .....	193.3	.....	212.4	.....	221.3
Federal Communications Commission .....	2.3	.....	2.3	.....	2.3
Nuclear Regulatory Commission .....	72.0	.....	43.0	.....	46.0
Securities and Exchange Commission .....	14.3	.....	16.4	.....	15.9
<b>Total, Discretionary Homeland Security Fee-Funded Activities .....</b>	<b>4,534.4</b>	.....	<b>5,347.7</b>	.....	<b>5,355.3</b>

**Table 3-10. MANDATORY HOMELAND SECURITY FUNDING BY AGENCY**

(Budget authority, in millions of dollars)

Agency	2007 Enacted	2007 Supplemental/ Emergency	2008 Enacted	2008 Supplemental/ Emergency	2009 Request
Department of Agriculture .....	186.0	.....	216.0	.....	226.7
Department of Commerce .....	16.6	.....	19.4	.....	19.6
Department of Energy .....	12.0	.....	13.0	.....	12.0
Department of Health and Human Services .....	16.8	.....	14.3	.....	14.4
Department of Homeland Security .....	2,200.1	.....	2,601.0	.....	2,942.6
Department of Labor .....	3.9	.....	8.0	.....	8.6
<b>Total, Homeland Security Mandatory Programs ....</b>	<b>2,435.5</b>	.....	<b>2,871.7</b>	.....	<b>3,223.9</b>
Plus Mandatory PSIC Grants .....	1,000.0	.....	.....	.....	.....
<b>Total, Homeland Security Mandatory Programs including Mandatory PSIC Grants .....</b>	<b>3,435.5</b>	.....	<b>2,871.7</b>	.....	<b>3,223.9</b>

**Table 3-11. BASELINE ESTIMATES—TOTAL HOMELAND SECURITY FUNDING BY AGENCY**

(Budget authority, in millions of dollars)

Agency	2008 Enacted	Baseline				
		2009	2010	2011	2012	2013
Department of Agriculture .....	571	593	575	589	603	619
Department of Commerce .....	207	213	466	228	226	234
Department of Defense .....	17,375	17,773	18,173	18,577	18,991	19,417
Department of Education .....	27	28	28	29	29	30
Department of Energy .....	1,830	1,867	1,907	1,946	1,987	2,030
Department of Health and Human Services .....	4,300	4,399	4,493	4,595	4,697	4,798
Department of Homeland Security .....	32,661	33,756	34,727	35,803	36,901	38,039
Department of Housing and Urban Development .....	2	2	2	2	2	2
Department of the Interior .....	48	49	52	54	55	58
Department of Justice .....	3,417	3,545	3,661	3,781	3,900	4,034
Department of Labor .....	48	49	50	51	51	53
Department of State .....	1,962	2,001	2,041	2,082	2,124	2,166
Department of Transportation .....	206	215	223	231	240	249
Department of the Treasury .....	117	120	125	127	133	137
Department of Veterans Affairs .....	271	279	285	293	300	308
Corps of Engineers .....	42	43	44	45	45	46
Environmental Protection Agency .....	138	142	146	149	152	159
Executive Office of the President .....	20	20	22	22	22	23
General Services Administration .....	368	375	382	389	398	405
National Aeronautics and Space Administration .....	205	209	213	218	222	227
National Science Foundation .....	374	381	388	397	404	413
Office of Personnel Management .....	2	2	2	2	2	2
Social Security Administration .....	212	221	225	230	235	239
District of Columbia .....	3	3	3	3	3	3
Federal Communications Commission .....	2	2	2	2	2	2
Intelligence Community Management Account .....	122	124	127	129	132	135
National Archives and Records Administration .....	18	18	19	19	19	20
Nuclear Regulatory Commission .....	72	75	77	80	81	85
Securities and Exchange Commission .....	16	16	17	17	17	18
Smithsonian Institution .....	93	97	102	106	111	115
United States Holocaust Memorial Museum .....	8	8	8	8	9	9
Corporation for National and Community Service .....	.....	.....	.....	.....	.....	.....
<b>Total, Homeland Security Budget Authority .....</b>	<b>64,737</b>	<b>66,625</b>	<b>68,585</b>	<b>70,204</b>	<b>72,093</b>	<b>74,075</b>
Less Department of Defense .....	-17,375	-17,773	-18,173	-18,577	-18,991	-19,417
<b>Non-Defense, Discretionary Homeland Security BA, excluding Bioshield <sup>1</sup> .....</b>	<b>47,362</b>	<b>48,852</b>	<b>50,412</b>	<b>51,627</b>	<b>53,102</b>	<b>54,658</b>
Less Fee-Funded Homeland Security Programs .....	-5,338	-5,557	-5,669	-5,781	-5,899	-6,014
Less Mandatory Homeland Security Programs .....	-2,871	-2,799	-3,056	-2,910	-3,002	-3,102
<b>Net Non-Defense, Discretionary Homeland Security BA, excluding Bioshield <sup>1</sup> .....</b>	<b>39,153</b>	<b>40,496</b>	<b>41,687</b>	<b>42,936</b>	<b>44,201</b>	<b>45,542</b>
Plus BioShield .....	.....	2,175	.....	.....	.....	.....
<b>Net Non-Defense, Discretionary Homeland Security BA, including BioShield <sup>1</sup> .....</b>	<b>39,153</b>	<b>42,671</b>	<b>41,687</b>	<b>42,936</b>	<b>44,201</b>	<b>45,542</b>
<b>Obligations Limitations</b>						
Department of Transportation Obligations Limitation .....	139	142	144	147	152	155

<sup>1</sup> The Deficit Reduction Act of 2005 appropriated \$1 billion from anticipated spectrum auction receipts for the Department of Commerce, in consultation with the Department of Homeland Security, to make grants to public safety agencies for communications interoperability purposes. DHS received \$1.57 billion in emergency funding for border security in 2007.

## Estimates by Budget Function:

Table 3–12. HOMELAND SECURITY FUNDING BY BUDGET FUNCTION

(budget authority, in millions of dollars)

Budget Authority	2007 Enacted <sup>1</sup>	2008 Enacted	2009 Request
National Defense .....	20,710	21,893	22,154
International Affairs .....	1,241	1,962	2,465
General Science Space and Technology .....	1,489	1,332	1,398
Energy .....	131	125	135
Natural Resources and the Environment .....	307	278	328
Agriculture .....	521	539	659
Commerce and Housing Credit <sup>1</sup> .....	158	164	198
Transportation .....	9,425	10,038	10,811
Community and Regional Development .....	2,505	3,313	2,216
Education, Training, Employment and Social Services .....	191	165	176
Health .....	4,340	4,320	4,473
Medicare .....	15	14	19
Income Security .....	8	11	14
Social Security .....	193	212	221
Veterans Benefits and Services .....	260	271	348
Administration of Justice .....	17,421	18,870	19,729
General Government .....	907	1,196	967
<b>Total, Homeland Security Budget Authority .....</b>	<b>59,822</b>	<b>64,703</b>	<b>66,311</b>
Less National Defense, DoD .....	-16,538	-17,375	-17,647
<b>Non-Defense Homeland Security BA, excluding Mandatory PSIC Grants and BioShield .....</b>	<b>43,284</b>	<b>47,328</b>	<b>48,664</b>
Less Fee-Funded Homeland Security Programs .....	-4,433	-5,279	-5,282
Less Mandatory Homeland Security Programs .....	-2,435	-2,871	-3,225
<b>Net Non-Defense, Discretionary Homeland Security BA, excluding Mandatory PSIC Grants and BioShield .....</b>	<b>36,416</b>	<b>39,178</b>	<b>40,157</b>
Plus BioShield .....	.....	.....	2,175
Plus Mandatory PSIC Grants .....	1,000	.....	.....
<b>Net Non-Defense, Discretionary Homeland Security BA, including Mandatory PSIC Grants and BioShield .....</b>	<b>37,416</b>	<b>39,178</b>	<b>42,332</b>

<sup>1</sup> The Deficit Reduction Act of 2005 appropriated \$1 billion from anticipated spectrum auction receipts for the Department of Commerce, in consultation with the Department of Homeland Security, to make grants to public safety agencies for communications interoperability purposes.

**Table 3–13. BASELINE ESTIMATES—HOMELAND SECURITY FUNDING BY BUDGET FUNCTION**

(Budget authority, in millions of dollars)

Budget Authority	2008 Enacted	Baseline				
		2009	2010	2011	2012	2013
National Defense .....	21,893	22,413	22,933	23,459	23,997	24,557
International Affairs .....	1,962	2,001	2,041	2,082	2,124	2,166
General Science Space and Technology .....	1,332	1,358	1,385	1,414	1,441	1,471
Energy .....	125	128	130	134	136	141
Natural Resources and the Environment .....	278	285	294	301	306	318
Agriculture .....	539	560	541	554	568	583
Commerce and Housing Credit .....	164	169	421	182	179	185
Transportation .....	10,038	10,329	10,601	10,944	11,295	11,655
Community and Regional Development .....	3,313	3,381	3,448	3,520	3,589	3,662
Education, Training, Employment and Social Services .....	165	170	176	182	188	195
Health .....	4,320	4,419	4,514	4,616	4,717	4,819
Medicare .....	14	15	15	16	17	17
Income Security .....	11	12	12	12	12	12
Social Security .....	212	221	225	230	235	239
Veterans Benefits and Services .....	271	279	285	293	300	308
Administration of Justice .....	18,904	19,679	20,334	21,015	21,714	22,450
General Government .....	1,196	1,206	1,230	1,250	1,275	1,297
<b>Total, Homeland Security Budget Authority .....</b>	<b>64,737</b>	<b>66,625</b>	<b>68,585</b>	<b>70,204</b>	<b>72,093</b>	<b>74,075</b>
Less National Defense, DoD .....	-17,375	-17,773	-18,173	-18,577	-18,991	-19,417
<b>Non-Defense, Discretionary Homeland Security BA, excluding Bioshield .....</b>	<b>47,362</b>	<b>48,852</b>	<b>50,412</b>	<b>51,627</b>	<b>53,102</b>	<b>54,658</b>
Less Fee-Funded Homeland Security Programs .....	-5,338	-5,557	-5,669	-5,781	-5,899	-6,014
Less Mandatory Homeland Security Programs .....	-2,871	-2,799	-3,056	-2,910	-3,002	-3,102
<b>Net Non-Defense, Discretionary Homeland Security BA, excluding Bioshield .....</b>	<b>39,153</b>	<b>40,496</b>	<b>41,687</b>	<b>42,936</b>	<b>44,201</b>	<b>45,542</b>
Plus BioShield .....		2,175				
<b>Net Non-Defense, Discretionary Homeland Security BA, including BioShield .....</b>	<b>39,153</b>	<b>42,671</b>	<b>41,687</b>	<b>42,936</b>	<b>44,201</b>	<b>45,542</b>
<b>Obligations Limitations</b>						
Department of Transportation Obligations Limitation .....	139	142	144	147	152	155

**Detailed Estimates by Budget Account:**

An appendix of account-level funding estimates, organized by *National Strategy* mission area, is available on the *Analytical Perspectives* CD ROM.