

CBO

The Proposed Homeland Security Budget for 2013



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Notes

Unless otherwise indicated, all years referred to in this study are federal fiscal years (which run from October 1 to September 30), and all costs apply to fiscal years and are expressed in current dollars of budget authority.

Numbers in the text and tables may not add up to totals because of rounding.

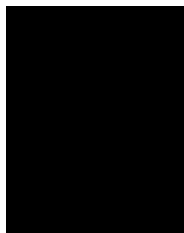
On the cover—

Top left: An Air Station Kodiak MH-60 Jayhawk helicopter during a training exercise in Middle Bay, near Kodiak, Alaska, May 2012. Photo by Petty Officer 3rd Class Jonathan Lally.

Top right: A Federal Bureau of Investigation special agent near the Shiprock land formation in the Navajo Nation in New Mexico. Photo by the Federal Bureau of Investigation.

Bottom left: Two firefighters from the 180th Fighter Wing of the Ohio National Guard at a training exercise at the Toledo Express Airport, April 2010. Photo by the National Guard.

Bottom right: A biosafety laboratory worker. Photo by the Army Medical Research Institute of Infectious Diseases, Department of Defense.



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Summary

The Homeland Security Act of 2002, which established the Department of Homeland Security (DHS), requires the Administration to identify and report on homeland security funding and activities of all federal agencies. For that purpose, the law defines “homeland security” as those activities that detect, deter, protect against, and respond to terrorist acts occurring within the United States and its territories. Those activities include counterterrorism efforts, the protection of civilians and critical infrastructure and assets, and emergency preparedness and response. They are carried out by numerous federal agencies and include many, but not all, of DHS’s responsibilities. Since the terrorist attacks of September 11, 2001, the federal government has spent more than half a trillion dollars on homeland security.

Funding Requested for 2013

The President requested \$68.9 billion in budget authority for homeland security for fiscal year 2013, 1.3 percent more than the amount provided for 2012. Although every federal department and a number of independent federal agencies receive homeland security funding, approximately 90 percent of the requested funding would be allocated to four departments:

- Department of Homeland Security (\$35.5 billion, or 52 percent of the total homeland security request);
- Department of Defense (DoD; \$18.0 billion, or 26 percent);
- Department of Health and Human Services (HHS; \$4.1 billion, or 6 percent); and
- Department of Justice (DOJ; \$4.0 billion, or 6 percent).

Activities related to homeland security, as defined here, account for 60 percent of the total budget request for DHS. Its other responsibilities encompass activities such as response to natural disasters carried out by the Federal Emergency Management Agency and search and rescue operations of the Coast Guard.

Funding for homeland security activities accounts for a smaller portion—and, in some cases, just a small fraction—of the total budget for the other departments. For instance, the amount requested by the President for homeland security activities represents about 3 percent of the entire budget request for DoD.

Many activities that are counted today in the homeland security budget existed long before terrorism became a national concern. For example, for decades, the Border Patrol; Coast Guard; Secret Service; and Bureau of Alcohol, Tobacco, Firearms, and Explosives performed many of the same missions that they perform today. A significant portion of the budget for each of those agencies is now included in the homeland security budget.

That budget supports four strategic goals initially outlined by the Homeland Security Council, part of the Executive Office of the President, in its *National Strategy for Homeland Security*:

- Prevent and disrupt terrorist attacks;
- Protect the American people, our critical infrastructure, and key resources;
- Respond to and recover from incidents; and
- Continue to strengthen the homeland security foundation.

Almost half of the total request, 48 percent, would support the first goal, preventing and disrupting terrorist attacks. The next largest amount, about 43 percent, would support the second goal, protecting the American people, critical infrastructure, and key resources. About 9 percent of the requested funding would support the third goal, response and recovery. (The fourth goal is very broad and does not receive explicit funding that is discernible from that for the other three goals.)

The Office of Management and Budget (OMB) has identified six “mission areas” that expand on those four strategic goals. Funding for those six missions would be apportioned as follows under the President’s budget:

- Border and transportation security (36 percent of the total request);
- Protecting critical infrastructure and key assets (29 percent);
- Emergency preparedness and response (8 percent);
- Domestic counterterrorism (8 percent);
- Defending against catastrophic threats (7 percent); and
- Intelligence and warning (1 percent).

The remaining 11 percent would be used for various other purposes, including pension payments to retirees.

At the department level, the President’s 2013 request for homeland security activities is similar in most respects to the funding that was enacted for fiscal year 2012. For 2013, the President requested increases of 3.4 percent for DoD and 1.2 percent for DHS and proposed decreases of 0.8 percent for HHS and 1.5 percent for DOJ.

Historical Funding for Homeland Security

Federal funding for the many activities collectively labeled “homeland security” has evolved over the past 15 years:

- From 1998 through 2001, overall funding for combating terrorism rose by almost 60 percent more than what would have been needed to keep pace with

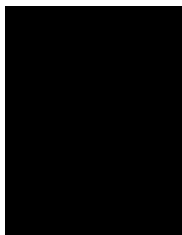
inflation, reaching \$12.1 billion by 2001. (That amount and the others discussed in this section are expressed in 2012 dollars.)

- After the terrorist attacks of September 11, 2001, funding immediately increased. Some \$15.1 billion in emergency funding was appropriated in fiscal year 2002 to supplement the \$12.7 billion already appropriated for that year.
- From 2003, when the Department of Homeland Security began operations, to 2009, homeland security goals and missions became more clearly delineated. Funding rose to a peak of \$76 billion (in 2012 dollars), and resources were allocated among many agencies of the federal government, with about half going to DHS.
- From 2010 to 2012, funding fell from its peak to \$67 billion in 2011 and to \$68 billion in 2012.

Because pay and benefits for federal employees grew faster than economywide inflation, the size of the homeland security enterprise grew by slightly less over the past 15 years than the funding in constant 2012 dollars would suggest.

Although homeland security funding has dropped somewhat from its 2009 peak, in inflation-adjusted terms, the nation is now spending substantially more than what it spent on homeland security in 2001, even when taking into account that some activities that are now considered part of the homeland security budget were not classified that way in 2001. Supplemental funding (that is, funding to address homeland security needs that arise between the enactment of annual budgets) was provided in several years for activities such as border security in the southwest and for emergency preparedness, but only a relatively small amount was appropriated in that form in 2010, and none in 2011 or 2012.

Although concentrated within DHS since its creation, activities related to homeland security have been executed by many departments and agencies within the federal government. In fact, since 2004, DHS has never accounted for more than 52 percent of total annual funding for homeland security. The allocation of homeland security funding among the various federal agencies has remained relatively constant since 2005.



The Proposed Homeland Security Budget for 2013

Introduction

Although the term “homeland security” existed before 2001, the U.S. Commission on National Security/21st Century was one of the first entities to comprehensively examine the concept as a primary mission of the federal government, just months before the terrorist attacks of September 11, 2001.¹ Since those attacks, the federal government has spent more than half a trillion dollars in its efforts to prevent further acts of terrorism in the United States and to prepare government at all levels, as well as private industry and the general public, to respond to such attacks if they occur. Funding for such activities increased substantially in the immediate aftermath of the attacks, when lawmakers enacted the Homeland Security Act of 2002 (Public Law 107-296). That legislation, which resulted in the largest reorganization of the federal government since the National Security Act of 1947, created the Department of Homeland Security (DHS) by combining 22 separate agencies into a single entity with principal responsibility for homeland security. Over the past decade, all other Cabinet-level departments, as well as a number of independent federal agencies, have also received funding related to homeland security, and most continue to receive some funding for that purpose each year.²

1. U.S. Commission on National Security/21st Century, *Road Map for National Security: Imperative for Change* (Washington, D.C.: February 15, 2001), <http://govinfo.library.unt.edu/nssg/PhaseIIIFR.pdf>.
2. The President’s Cabinet consists of the senior appointed officials of 15 federal agencies: the Departments of State, the Treasury, Defense, Justice, the Interior, Agriculture, Commerce, Labor, Health and Human Services, Housing and Urban Development, Transportation, Energy, Education, Veterans Affairs, and Homeland Security. The independent federal agencies, such as the National Science Foundation and NASA, exist within the executive branch but outside the Cabinet-level departments.

For 2012, lawmakers allocated a total of \$68.0 billion for homeland security, 1.5 percent more than the funding provided for 2011. The President has requested \$68.9 billion in funding for 2013, 1.3 percent more than the 2012 allocation. About 90 percent of that 2013 funding would be concentrated in four departments: DHS, the Department of Defense (DoD), the Department of Health and Human Services (HHS), and the Department of Justice (DOJ). The remainder of homeland security funding is spread among the 11 other Cabinet-level departments and 16 agencies.

In this report, the Congressional Budget Office (CBO) examines how the federal budget for homeland security is organized and how funding under the President’s proposed budget would be allocated. The homeland security budget can be analyzed from two different perspectives—a strategic perspective and a mission-oriented perspective. CBO used the former approach to assess how much funding the Administration requested to support the broad goals enunciated in the *National Strategy for Homeland Security*, which was prepared by the Homeland Security Council and released by the White House in 2007. CBO used the second approach to explore how funding would be allocated to support the six core missions identified by the Office of Management and Budget (OMB) as central to homeland security. In addition, this study explores how appropriations for previous years reflect the evolution of national priorities for homeland security.

Requested Funding for Homeland Security, by Strategic Goal

Four goals outlined in the *National Strategy for Homeland Security* provide a framework for the nation’s homeland security efforts:

- **Prevent and Disrupt Terrorist Attacks.** Central to this strategy is disrupting the ability of terrorists to operate within the borders of the United States as well as preventing the emergence of domestic terrorist groups or individuals.
- **Protect the American People, Our Critical Infrastructure, and Key Resources.** Accomplishing this goal involves ensuring the nation's welfare and protecting assets, systems, and networks that are so vital that their destruction would have a debilitating effect on the nation's economic security, public health, or safety.
- **Respond to and Recover from Incidents.** This goal encompasses bolstering capabilities nationwide to prevent and protect against terrorist attacks once they are under way and to minimize damage from attacks through effective response and recovery.
- **Continue to Strengthen the Homeland Security Foundation.** This goal involves supporting and strengthening the principles, systems, structures, and institutions that cut across the homeland security enterprise.

The fourth goal does not receive explicit funding that is discernible from that for the other three goals. Consequently, CBO does not discuss that goal further in this study.

The *National Strategy for Homeland Security* emphasizes the primary importance of preventing attacks; then protecting people, infrastructure, and resources if prevention fails; and, finally, responding to and recovering from any attack that might occur. Under the President's budgetary proposals for 2013, almost half of the funding would be directed toward the first strategic goal, preventing and disrupting terrorist attacks (see Table 1). Activities supporting the second strategic goal—protecting the people of the United States, critical infrastructure, and key resources—would receive the next largest amount, about 43 percent. Funding directed toward response and recovery would amount to about 9 percent of the total.

Preventing and Disrupting Terrorist Acts

The Administration requested \$33.2 billion for 2013 to help fulfill the first strategic goal—prevention and disruption of terrorism. Most of the funding for that purpose—\$27.1 billion, or 82 percent—would go to DHS

(see Figure 1). Many of the activities in this category fall directly within the broad mission areas with which DHS is tasked, including identifying, collecting, and distributing information gathered through intelligence operations and sharing that information not only at all levels of government but also with the private sector and the public at large. Also covered are DHS's activities in tracking and intercepting potentially dangerous cargo destined for the United States or would-be terrorists attempting to enter the United States. The activities in this category primarily fall under the jurisdiction of three agencies within DHS: Customs and Border Protection, the Transportation Security Administration, and the Coast Guard.

Under the President's proposed budget, the Department of Justice would receive \$3.5 billion to fund its efforts to identify, thwart, and prosecute terrorists in the United States—and also to work with DHS on intelligence and warning activities. Those activities fall within the jurisdiction of the Federal Bureau of Investigation (FBI).

Funding for the Department of State represents a relatively small percentage of the total funding for homeland security. Under the President's budget, the department would receive \$2.3 billion for preventing and disrupting terrorism, accounting for 7 percent of the total request for that category. Most of the activities the State Department performs in that capacity involve efforts to prevent potential adversaries and their cargo from crossing U.S. borders, while facilitating the flow of lawful travel and commerce.

Initially, it might seem surprising that no homeland security funding for this strategic goal was requested for DoD, which is also charged with preventing and disrupting terrorist attacks. However, only the domestic portion of intelligence-and-warning activities is defined as related to homeland security. The collection of foreign intelligence, which falls in part under the purview of DoD, is not included in that category, although the resulting analysis of foreign intelligence may be used to augment domestic intelligence activities. In addition, none of the activities that DoD conducts overseas to disrupt terrorist groups and prevent attacks in the United States are included in the homeland security budget.

Protecting the American People, Our Critical Infrastructure, and Key Resources

To support the government's second strategic goal, the Administration requested \$29.3 billion for 2013 for eight

Table 1.**Total Homeland Security Funding Requested in the President's Budget for 2013, by Strategic Goal**

Strategic Goals	Objectives	2013 Request (Billions of dollars)	Percentage of Total Request
Prevent and Disrupt Terrorist Attacks	Disrupt the ability of terrorists to operate within the borders of the United States; prevent the emergence of violent radicalization	33.2	48
Protect the American People, Our Critical Infrastructure, and Key Resources	Protect assets, systems, and networks so vital to the United States that their destruction would have a debilitating effect on national economic or homeland security	29.3	43
Respond to and Recover from Incidents	Bolster capabilities nationwide to prevent and protect against terrorist attacks, and minimize damage from attacks through effective response and recovery	6.3	9
Continue to Strengthen the Homeland Security Foundation	Continue to strengthen the principles, systems, structures, and institutions that cut across the homeland security enterprise	a	a
Total		68.9	100

Source: Congressional Budget Office based on data from Office of Management and Budget (OMB), *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

Note: The four strategic goals are derived from the *National Strategy for Homeland Security*, which was developed by the Homeland Security Council and issued by the White House in 2007.

a. Although acknowledged by OMB, the fourth goal does not receive explicit funding that is discernible from that for the other three goals. Therefore, specific funding amounts are not shown for the fourth goal.

federal departments and several other federal agencies; more than half of that funding would go to DoD. The goal has two main components: protecting people and protecting infrastructure and key resources.

The portion of funding that would be devoted to protecting the U.S. population would center on developing and implementing procedures to counter threats posed by chemical, biological, radiological, and nuclear weapons. The \$5.4 billion requested for those purposes would be apportioned as follows: \$2.2 billion to HHS, mainly for research at the National Institutes of Health (NIH) on advanced development of countermeasures against those weapons, and \$1.4 billion to DoD and \$1.2 billion to DHS for improved detection and decontamination capabilities.

A total of \$23.9 billion would be designated for the second component—protecting critical infrastructure and key resources—and would be concentrated mainly

within DoD and DHS. DoD would receive \$15.3 billion, primarily for ensuring physical security (that is, for preventing unauthorized access to personnel, equipment, installations, and information) and for preparing to mitigate the consequences of any attack against military personnel or facilities. DHS would receive \$4.5 billion for activities in this category, reflecting that department's overall responsibility for coordinating and prioritizing infrastructure protection at the national level.

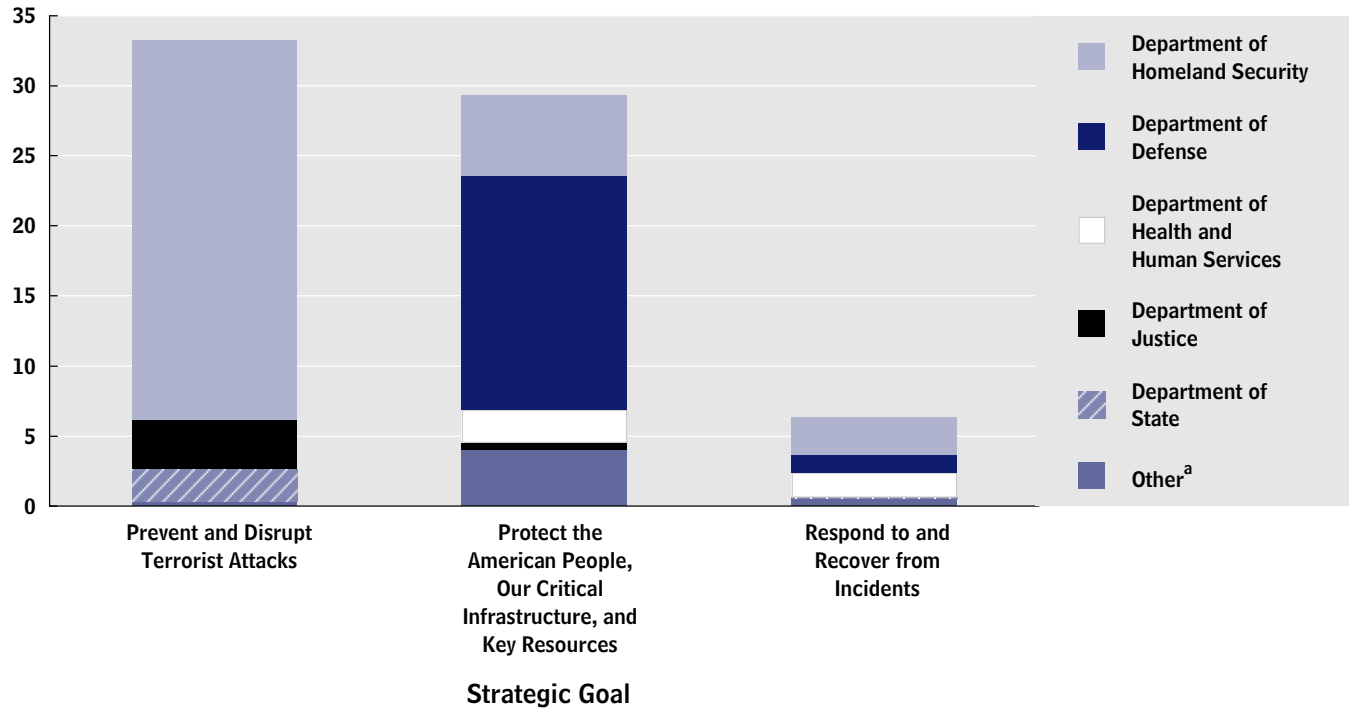
Responding to and Recovering from Incidents

The Administration requested \$6.3 billion for 2013 to support the third strategic goal—responding to and recovering from acts of terrorism. All 15 Cabinet-level departments as well as 10 other federal agencies and organizations would receive funding to support that goal, reflecting the widespread nature of efforts to mitigate the effects of a terrorist attack should one occur. The funding for this category would be concentrated within three

Figure 1.

Homeland Security Funding Requested by the President for 2013, by Strategic Goal and Department

(Billions of dollars)



Source: Congressional Budget Office based on data from the Office of Management and Budget (OMB), *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

Note: The strategic goals on which the figure is based are described in the *National Strategy for Homeland Security*, which was developed by the Homeland Security Council and issued by the White House in 2007. Although acknowledged by OMB, a fourth goal, Continue to Strengthen the Homeland Security Foundation, does not receive explicit funding that is discernible from that for the other three goals. Therefore, specific funding amounts are not included for the fourth goal.

a. The remainder of the requested funding for homeland security is allocated among 26 other federal departments and agencies.

departments—DHS, HHS, and DoD—which together account for 90 percent of the total.

Requested funding related to this category includes funding for DHS grants to states and localities to aid in emergency preparedness, particularly for first responders.

OMB does not include response to and recovery from natural disasters in the homeland security category; however, actions taken in response to a terrorist attack and ensuing recovery efforts are in many cases similar to mitigation efforts following a natural disaster and may use many of the same assets.

Requested Funding for Homeland Security Missions Within Selected Departments

OMB has identified six specific missions that reflect the ways in which federal departments and agencies implement the strategic goals (see Table 2):

- Border and transportation security;
- Protecting critical infrastructure and key assets;
- Emergency preparedness and response;
- Domestic counterterrorism;

Table 2.**Strategic Goals for Homeland Security and Associated Missions**

Mission Categories	Prevent and Disrupt Terrorist Attacks	Protect the American People, Our Critical Infrastructure, and Key Resources	Respond to and Recover from Incidents	Continue to Strengthen the Homeland Security Foundation ^a
Border and Transportation Security	X			X
Protecting Critical Infrastructure and Key Assets		X		X
Emergency Preparedness and Response		X	X	X
Domestic Counterterrorism	X			X
Defending Against Catastrophic Threats		X	X	X
Intelligence and Warning	X			X

Source: Congressional Budget Office based on data from Office of Management and Budget (OMB), *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

Note: The four strategic goals are derived from the *National Strategy for Homeland Security*, which was developed by the Homeland Security Council and issued by the White House in 2007. The six homeland security mission categories are derived from those four strategic goals and serve as OMB's framework for organizing the homeland security budget.

a. This goal reflects overall policy directions for homeland security.

■ Defending against catastrophic threats; and

■ Intelligence and warning.

About two-thirds of the funding would be allocated to the first two missions, which would be carried out almost entirely by DHS and DoD.

To describe how federal departments and agencies take steps to accomplish the strategic goals discussed in the previous section, CBO focused on the four departments with the largest budgets for such activities. Approximately 90 percent of the funding for homeland security would be allocated to those departments, as follows (see Figure 2):

■ Department of Homeland Security (52 percent);

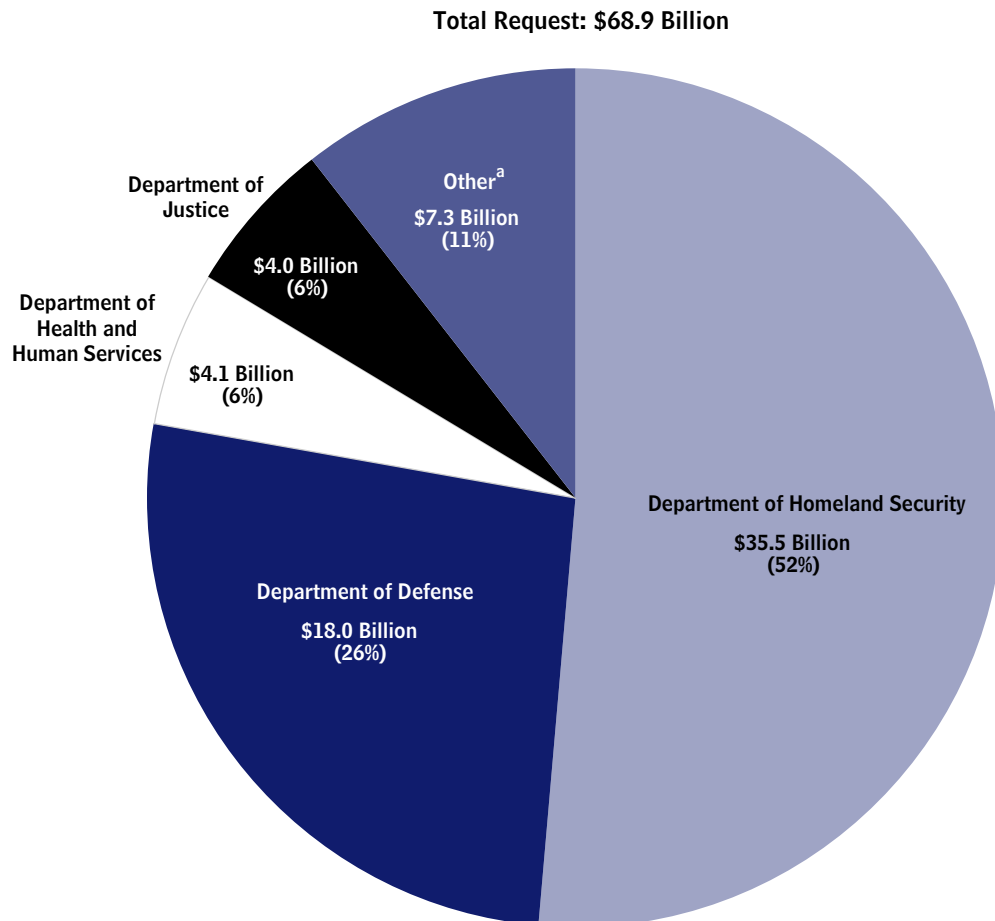
■ Department of Defense (26 percent);

■ Department of Health and Human Services (6 percent); and

■ Department of Justice (6 percent).

Those four departments have accounted for similar shares of the homeland security budget since 2005. The remaining 11 percent of homeland security funding would be spread among 27 other federal departments and agencies (notably the Department of State and the Department of Energy, which together accounted for about 6 percent of the total request).³

3. Other federal agencies, in addition to those discussed above, receive funds for homeland security: the Departments of Agriculture, Commerce, Education, Housing and Urban Development, the Interior, Labor, Transportation, the Treasury, and Veterans Affairs, along with the Army Corps of Engineers, the Environmental Protection Agency, the Executive Office of the President, the General Services Administration, NASA, the National Science Foundation, the Office of Personnel Management, the Social Security Administration, the District of Columbia, the Federal Communications Commission, the Intelligence Community Management Account, the National Archives and Records Administration, the Nuclear Regulatory Commission, the Securities and Exchange Commission, the Smithsonian Institution, and the United States Holocaust Memorial Museum.

Figure 2.**Homeland Security Funding Requested by the President for 2013, by Department**

Source: Congressional Budget Office based on data from Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

a. The remainder of the requested funding for homeland security is allocated among 27 other federal departments and agencies.

Department of Homeland Security

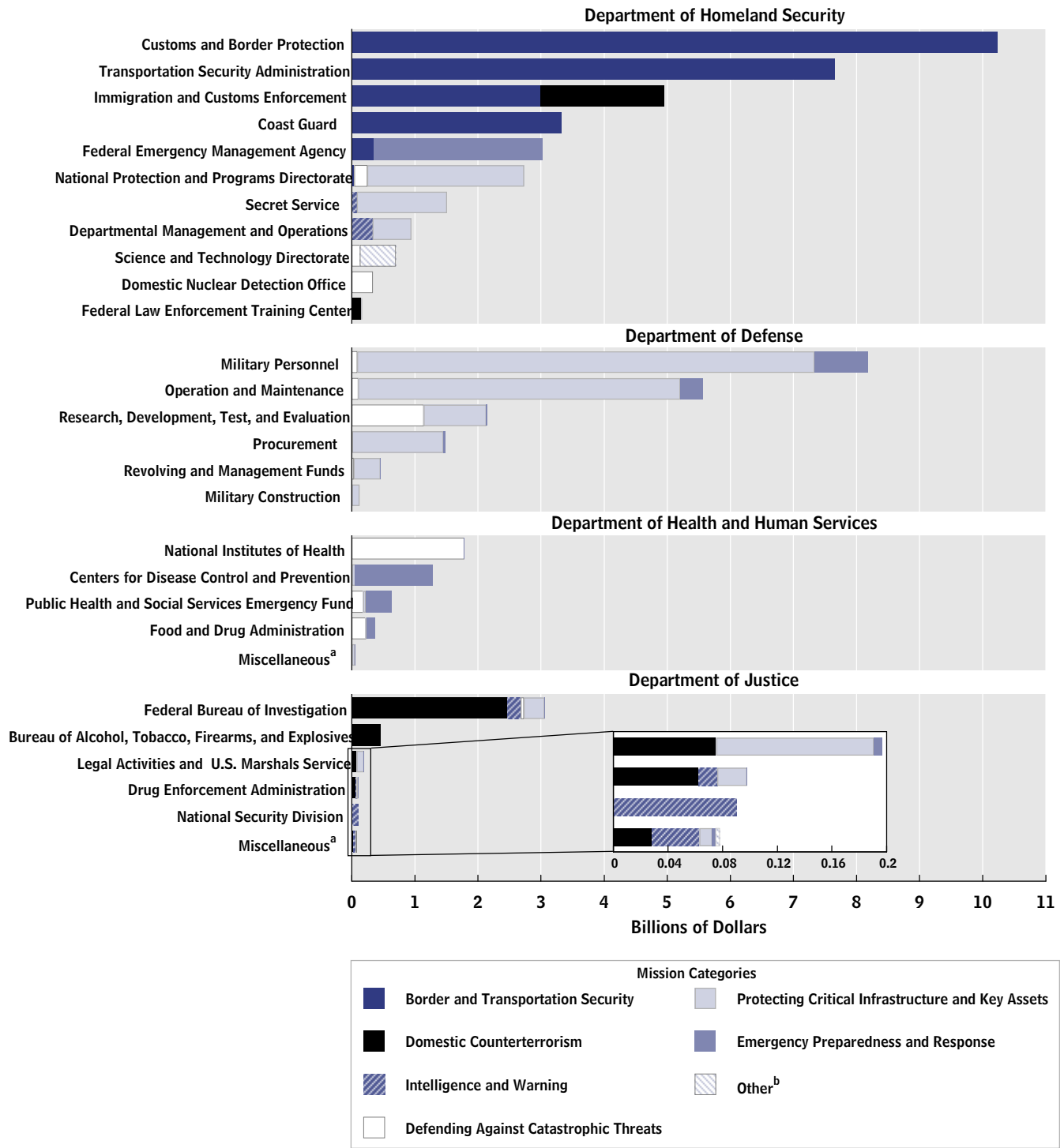
In the aftermath of the attacks of September 11, 2001, the Homeland Security Act of 2002 called for the creation of DHS, a Cabinet-level department to coordinate and manage the nation's homeland security efforts. DHS also contains agencies whose core missions extend beyond combating terrorism. For example, a central function of the Federal Emergency Management Agency (FEMA) is to support national efforts to prepare for, respond to, and recover from a wide range of accidents and natural disasters. Those missions are not mutually exclusive; in fact, many of the same plans put in place to confront and respond to a natural disaster can also be used to respond

to an act of terrorism. However, part of the budget for FEMA is not included in the homeland security category because its focus is on responding to natural disasters rather than acts of terrorism.

Under the President's proposed budget for 2013, DHS would receive \$35.5 billion in funding for activities specifically related to homeland security, representing about 60 percent of the total budget authority requested for the department. The homeland security budget for DHS is allocated among 11 of its agencies, but 82 percent is concentrated within five: Customs and Border Protection

Figure 3.

Homeland Security Funding Requested by the President for 2013, by Department and Component Agency or Appropriation Title



Source: Congressional Budget Office based on data from Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

a. "Miscellaneous" refers to compilations of small accounts (totaling less than \$50 million) distributed across several agencies within the Department of Health and Human Services and the Department of Justice.

b. "Other" encompasses activities that do not fit clearly into any of the defined homeland security missions.

Table 3.

Homeland Security Funding Requested for 2013 for Selected Departments, by Mission

(Billions of dollars)

Agency or Appropriation Title	Mission						Other ^a	Total
	Border and Transportation Security	Protecting Critical Infrastructure and Key Assets	Emergency Preparedness and Response	Domestic Counter-Terrorism	Defending Against Catastrophic Threats	Intelligence and Warning		
Department of Homeland Security								
Customs and Border Protection	10.2	0	0	0	0	0	0	10.2
Transportation Security Administration ^b	7.7	0	0	0	0	0	0	7.7
Immigration and Customs Enforcement ^b	3.0	0	0	2.0	0	0	0	5.0
Coast Guard	3.3	0	0	0	0	0	0	3.3
Federal Emergency Management Agency	0.4	0	2.7	0	0	0	0	3.0
National Protection and Programs Directorate	*	2.5	0	0	0.2	0	0	2.7
Secret Service	0	1.4	0	*	0	0.1	0	1.5
Departmental Management and Operations	0	0.6	0	0	0	0.3	0	0.9
Science and Technology Directorate	0	0	0	0	0.1	0	0.6	0.7
Domestic Nuclear Detection	0	0	0	0	0.3	0	0	0.3
Federal Law Enforcement Training Center	0	*	0	0.1	0	0	0	0.2
Total	24.6	4.5	2.7	2.1	0.7	0.4	0.6	35.5
Department of Defense								
Military Personnel	0	7.2	0.8	0	0.1	0	0	8.2
Operation and Maintenance	0	5.1	0.4	0	0.1	0	0	5.6
Research, Development, Test, and Evaluation	0	1.0	*	0	1.1	0	0	2.1
Procurement	0	1.5	*	0	*	0	0	1.5
Revolving and Management Funds	0	0	*	0	*	0	0	0.4
Military Construction	0	0.1	0	0	0	0	0	0.1
Total	0	15.2	1.3	0	1.4	0	0	18.0

Continued

Table 3.

Continued

Homeland Security Funding Requested for 2013 for Selected Departments, by Mission

(Billions of dollars)

Agency or Appropriation Title	Mission						Other ^a	Total
	Border and Transportation Security	Protecting Critical Infrastructure and Key Assets	Emergency Preparedness and Response	Domestic Counter- Terrorism	Defending Against Catastrophic Threats	Intelligence and Warning		
Department of Health and Human Services								
National Institutes of Health	0	0	*	0	1.8	0	0	1.8
Centers for Disease Control and Prevention	0	0.1	1.2	0	0	0	0	1.3
Public Health and Social Services Emergency Fund	0	*	0.4	0	0.2	0	0	0.6
Food and Drug Administration	0	*	0.1	0	0.2	0	0	0.4
Miscellaneous ^c	<u>0</u>	<u>*</u>	<u>*</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0</u>	<u>0.1</u>
Total	0	0.2	1.8	0	2.2	0	0	4.1
Department of Justice								
Federal Bureau of Investigation	0	0.3	*	2.5	*	0.2	0	3.1
Bureau of Alcohol, Tobacco, Firearms, and Explosives	*	0	*	0.5	0	0	0	0.5
Legal Activities and U.S. Marshals Service	0	0.1	*	0.1	0	*	0	0.2
Drug Enforcement Administration	0	*	*	0.1	0	*	0	0.1
National Security Division	0	0	0	0	0	0.1	0	0.1
Miscellaneous ^c	<u>0</u>	<u>*</u>	<u>*</u>	<u>*</u>	<u>0</u>	<u>*</u>	<u>*</u>	<u>0.1</u>
Total	*	0.5	*	3.1	*	0.4	*	4.0

Source: Congressional Budget Office based on data from Office of Management and Budget (OMB), *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

Notes: The six homeland security mission categories are based on strategic goals derived from the *National Strategy for Homeland Security*, which was developed by the Homeland Security Council and issued by the White House in 2007. The six missions serve as OMB's framework for organizing the homeland security budget.

* = less than \$50 million.

- "Other" encompasses activities that do not fit clearly into one of the six defined homeland security missions.
- Fees are collected annually to offset a significant portion of the gross funding shown here.
- "Miscellaneous" refers to compilations of small accounts (totaling less than \$50 million) distributed across several agencies within the Department of Health and Human Services and the Department of Justice.

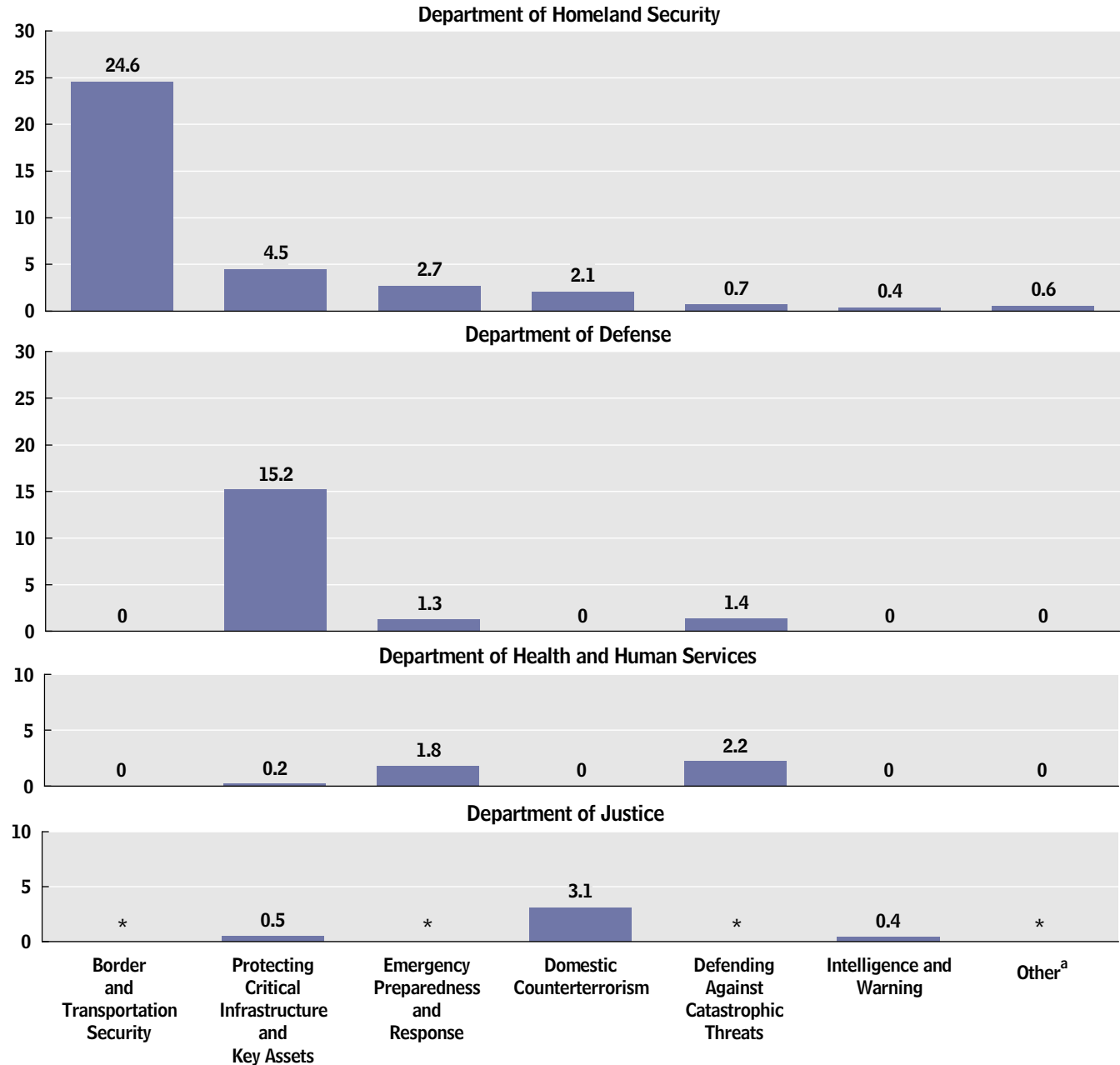
(\$10.2 billion), the Transportation Security Administration (\$7.7 billion), Immigration and Customs Enforcement (\$4.9 billion), the Coast Guard (\$3.3 billion), and FEMA (\$3.0 billion) (see Figure 3 and Table 3). Homeland security funding for DHS spans all six major homeland security mission areas identified by OMB.

Border and Transportation Security. Border and transportation security is the largest homeland security mission undertaken by DHS. Almost 70 percent of the President's budget request for the department's homeland security activities in 2013 (\$24.6 billion) was for that mission (see Figure 4). The agencies within DHS tasked with border and transportation security—Customs and

Figure 4.

Homeland Security Funding Requested by the President for 2013 for Selected Departments, by Mission

(Billions of dollars)



Source: Congressional Budget Office based on data from Office of Management and Budget (OMB), *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

Notes: The six mission categories are based on strategic goals derived from the *National Strategy for Homeland Security*, which was developed by the Homeland Security Council and issued by the White House in 2007. Those mission categories serve as OMB’s framework for organizing the homeland security budget.

* = less than \$50 million.

a. “Other” encompasses activities that do not fit clearly into any of the defined homeland security missions.

Border Protection (\$10.2 billion), the Transportation Security Administration (\$7.7 billion), Immigration and Customs Enforcement (\$3.0 billion), and the Coast Guard (\$3.3 billion)—accounted for almost all of the homeland security funds provided for those activities (see Table 3). Border and transportation security is the sole homeland security mission for three of those agencies. (Immigration and Customs Enforcement also has a domestic counterterrorism mission.) DHS's activities related to border and transportation security include patrolling U.S. borders and coastlines, screening air travelers, providing air security, conducting inspections at ports of entry for immigration, enforcing compliance with customs regulations, and ensuring that the marine transportation system is safe, secure, and reliable.

Protecting Critical Infrastructure and Key Assets.

The Administration requested a total of \$4.5 billion (13 percent of the total funding requested for DHS) for protecting infrastructure and critical assets—the second-largest mission undertaken by the department. That funding would be divided among several agencies, two of which would receive the bulk of the funding (see Figure 3 on page 7). The National Protection and Programs Directorate would receive \$2.5 billion for four primary activities: assessing the vulnerability of and potential risk to critical infrastructure and key resources, coordinating and sharing information with the private sector to protect infrastructure, protecting federal property, and assessing and mitigating potential risk to the civilian cyberinfrastructure. The Secret Service would receive \$1.4 billion for protecting the President, the Vice President, and foreign heads of state; protecting the White House, the residence of the Vice President, and foreign missions; and preventing cybercrime.

Emergency Preparedness and Response. For emergency preparedness and response—the mission with the third largest funding in DHS—the Administration requested \$2.7 billion (7.5 percent of the total requested for that department's homeland security activities). All of that funding would be allocated to FEMA. Among its various activities, that agency oversees the National Preparedness Grant Program, which provides funds to state, local, territorial, and tribal governments to identify and address threats and hazards that pose the greatest risk to the United States; emergency management performance grants, which support state and regional efforts to enhance planning for catastrophic events and other emergencies; and firefighter assistance grants, which are

designed to help local fire departments improve their ability to protect the lives of firefighters and the public in the event of a terrorist attack.

Domestic Counterterrorism. The Administration requested \$2.1 billion (or 6 percent of the homeland security funding for DHS) for domestic counterterrorism, almost all of which was for Immigration and Customs Enforcement, the second largest investigative organization within the federal government. For this mission, Immigration and Customs Enforcement's investigations focus on immigration violations of suspected terrorists and terrorist organizations. Those activities are distinct from the agency's border and transportation security mission, which focuses on ensuring compliance with immigration laws at the country's borders.

Defending Against Catastrophic Threats. The President requested \$660 million (or 2 percent of the total homeland security request for DHS) for defending against catastrophic threats. The Domestic Nuclear Detection Office would receive \$330 million to support improved global capability for detecting nuclear materials, the deployment of domestic nuclear detection systems, information sharing, nuclear forensics, training, and the testing and evaluation of technologies and systems. Another \$210 million would be provided to the National Protection and Programs Directorate, much of which is for BioWatch, a system set up to monitor the environment of major U.S. cities for the presence of pathogens.

Intelligence and Warning. Within DHS, the Secret Service and Management and Operations would be the main recipients of funding for intelligence and warning activities.⁴ The amount requested for that purpose was \$400 million, or 1.1 percent of the total. (The Management and Operations arm of DHS includes the Office of Intelligence and Analysis, which is responsible for gathering intelligence from sources within and outside of DHS, disseminating that information within the department and throughout the intelligence community, and sharing it with state, local, and private-sector partners.)

4. After the release of the President's budget request in February 2012, DHS reorganized its Management and Operations into the Management Directorate, the Office of Intelligence and Analysis, and the Office of Operations Coordination and Planning. However, Management and Operations is retained here to maintain consistency with the President's budget request.

Department of Defense

Under the President's proposed budget for 2013, DoD would receive \$18.0 billion for the homeland security activities it undertakes, more than any other federal department or agency except the Department of Homeland Security. DoD's primary homeland security activities entail protecting military installations within the United States as well as assisting civil authorities in responding to and recovering from terrorist attacks or other incidents that affect national security.

The \$18.0 billion represents a small fraction of the total amount requested for DoD's base budget in 2013—\$525 billion—but many of DoD's other missions have implications for homeland security because they are designed, in part, to prevent threats from arising in the first place or to protect the United States if an attack occurs. For example, activities not counted in the homeland security budget—such as military operations that disrupt terrorists' networks overseas—can contribute to homeland security because they can prevent those threats from reaching the United States.

DoD's role in homeland security is complicated by the fact that the military is limited in some ways by laws, policies, and custom from involvement in domestic operations and law enforcement. (The exception is the National Guard, which, with permission of a governor, can support state and local authorities.) Therefore, DoD and the military services tend to focus their homeland security efforts on protecting infrastructure that is essential for U.S. military operations from terrorist attack and preparing to help civil authorities if asked.

For budgetary purposes, DoD reports its homeland security activities by appropriation category (or title) rather than by agency, as DHS does. Six of DoD's seven appropriation titles contain some funding designated for homeland security: military personnel; operation and maintenance; research, development, test, and evaluation (RDT&E); procurement; military construction; and revolving and management funds.⁵ DoD's appropriation for military personnel is the largest component of the President's request for homeland security funding for the department, accounting for close to half, or \$8.2 billion, of the total (see Figure 3 on page 7); operation and maintenance accounts for another \$5.6 billion. In terms of the military services, the active and reserve compo-

nents of the Army account for more than half of the total request for military personnel, totaling \$4.7 billion, followed by the active and reserve components of the Air Force (\$2.0 billion), the Navy (\$1.0 billion), and the Marine Corps (\$462 million).

DoD's activities focus on three of the six homeland security missions: protecting critical infrastructure and key assets (85 percent), emergency preparedness and response (7 percent), and defending against catastrophic threats (8 percent).

Protecting Critical Infrastructure and Key Assets. DoD's primary homeland security mission is to protect critical defense infrastructure, which is reflected in the amount of funding requested for that purpose for 2013. The proposed amount, \$15.2 billion, would represent the bulk of the department's funding for homeland security activities (see Figure 4). If DoD's assets are used during a major terrorist attack, the department is likely to incur costs that exceed its homeland security budget. In such a case, DoD might receive supplemental appropriations, as it frequently does when it helps local authorities respond to a major natural disaster such as a hurricane or an earthquake. DoD focuses on protecting infrastructure that is critical to defense, which includes DoD and non-DoD assets (including transportation, communication, and power infrastructure) that are essential to developing and sustaining U.S. military operations, and the defense industrial base, which is defined as the worldwide industrial complex required to provide and maintain military weapons systems to meet U.S. military requirements.

Emergency Preparedness and Response. DoD's secondary focus regarding homeland security is on supporting federal, state, and local authorities and first responders, particularly in the areas of emergency preparedness and response. Funding requested for that purpose accounted for \$1.3 billion.⁶ Funding in this category finances civil support teams and other military support to civil authorities to prepare for and react to incidents involving chemical, biological, radiological, nuclear, or explosive weapons in the United States.

5. Revolving and management funds include those for working capital and building maintenance.

6. For a more detailed discussion about DoD's role in providing support to civil authorities for homeland defense, see Alice R. Buchalter, *Military Support to Civil Authorities: The Role of The Department of Defense in Support of Homeland Defense* (Library of Congress, Federal Research Division, February 2007), www.loc.gov/tr/frd/pdf-files/CNGR_Milit-Support-Civil-Authorities.pdf.

Defending Against Catastrophic Threats. To counter chemical, biological, radiological, and nuclear threats and to protect the domestic population against such threats, the Administration requested \$1.4 billion. Most of that sum (\$1.1 billion) would go to RDT&E (see Table 3 on page 8).

Research in this area focuses on four key areas: medical countermeasures to reduce the consequences of outbreaks of infectious diseases; development of diagnostics and analytical tools to identify agents that cause disease and to provide information to relevant authorities about chemical, biological, or radiological threats; global bio-surveillance to provide awareness of endemic pathogens in the environment as well as the ability to track, interdict, and eliminate those threats; and development of countermeasures against nontraditional biological agents.

Department of Health and Human Services

The President requested \$4.1 billion to support HHS's homeland security activities, mostly for defending against catastrophic threats and for emergency preparedness and response. NIH and the Centers for Disease Control and Prevention (CDC) would receive most of that funding (see Figure 3 on page 7).

Defending Against Catastrophic Threats. The Administration requested \$2.2 billion to support the department's efforts to defend against catastrophic threats (see Figure 4 on page 10). NIH would receive \$1.8 billion of that amount for developing medical countermeasures for use if terrorists engage in biological or chemical warfare or employ radiological weapons (see Table 3). Other funds would go to the Food and Drug Administration (FDA) and the Public Health and Social Services Emergency Fund (PHSSEF).⁷

Emergency Preparedness and Response. The Administration requested \$1.8 billion for HHS for activities related to emergency preparedness and response. Most of that funding—\$1.2 billion—would be allocated to the CDC (and would account for almost all of that agency's homeland security budget); the remainder would go to the PHSSEF and the FDA. The CDC is responsible for the Strategic National Stockpile, a repository of pharmaceuticals, medical supplies, federal medical station units,

and equipment that can be rapidly deployed in the event of a catastrophic health event. The CDC also manages the Preparedness and Response Capability Program for chemical, biological, radiological, and nuclear threats.

Protecting Critical Infrastructure and Key Assets. About \$160 million of HHS's homeland security funding would be dedicated to protecting critical infrastructure and key assets. Most of those funds would be allocated to the CDC, the FDA, and the PHSSEF.

Department of Justice

Under the President's proposed budget, the Department of Justice would receive \$4.0 billion for homeland security activities in 2013, about 15 percent of its budget for that year. The FBI would receive more than three-quarters of that funding—\$3.1 billion (see Figure 3). The Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF) would receive \$460 million. Although DOJ's activities span all six homeland security missions, domestic counterterrorism is the department's primary focus and commands the largest share of funding.

Domestic Counterterrorism. Of the \$4.0 billion in funding requested for DOJ's homeland security activities, \$3.1 billion would be devoted to domestic counterterrorism (see Figure 4 on page 10). Most of that amount—\$2.5 billion—would be allocated to the FBI (see Table 3). The FBI's domestic counterterrorism activities include national security investigations involving major threats to the United States. In addition, ATF would receive \$460 million for its efforts to prevent use of firearms and explosives in acts of terrorism. Another \$60 million would go to the Drug Enforcement Administration.

Protecting Critical Infrastructure and Key Assets. A total of \$480 million was requested for DOJ's efforts to protect critical infrastructure and key assets. That mission encompasses the FBI's activities to protect the nation's computer networks as well as renovations and security improvements to federal courthouses and detention facilities.⁸

Intelligence and Warning. Intelligence and warning accounts for \$360 million of the funding request for DOJ's homeland security activities, including \$210 million for the FBI and \$90 million for DOJ's National

7. The PHSSEF also receives appropriations for activities related to homeland security through the BioShield Special Reserve Fund; however, those appropriations are not included in OMB's total for homeland security spending.

8. Funding for the latter two areas falls under the budget category Legal Activities and U.S. Marshals.

Security Division, which deals with counterterrorism investigation, prosecution of international terrorists, and national security law and policy.

Comparison of the President's Fiscal Year 2013 Request with Enacted Funding for Fiscal Year 2012

At the department level, the President's 2013 request for homeland security activities is similar in most respects to the funding that was enacted for fiscal year 2012. For 2013, the President's budget request lists increases of 3.4 percent for DoD and 1.2 percent for DHS and decreases of 0.8 percent for HHS and 1.5 percent for DOJ. The funding enacted for 2012 was about 5 percent less than the President requested for that year.

For most homeland security missions within the departments, the differences are also relatively small between the President's request for 2013 and the 2012 allocation. About half of the funding provided for 2012 went toward preventing and disrupting terrorist attacks (compared with the 48 percent proposed for 2013), and 42 percent was allocated for protecting the U.S. population, critical infrastructure, and key resources (compared with the 43 percent proposed for 2013).

However, proposed funding for a few missions within the departments shows more divergence—in some cases reflecting the fact that enacted funding for 2012 differed significantly from the President's request for that year. For example, for the mission Defending Against Catastrophic Threats, the \$721 million provided for DHS in 2012 was 43 percent less than the President had requested, and funding enacted for DoD was \$937 million, or 33 percent less, than the President had requested. The President's 2013 request seeks to restore some of DoD's funding for that mission: The request for DoD, \$1.36 billion, is 45 percent more than the amount provided for 2012, focusing mainly on increased RDT&E funding. (In contrast, the request for DHS in that category is only 1.3 percent more than the amount provided for 2012.)

In another example, 2012 funding for DHS for the mission Emergency Preparedness and Response was \$2.1 billion, or 26 percent less than the President had requested for that year. For 2013, the President requested \$2.7 billion for DHS for that mission, representing a 31 percent increase over the amount enacted for 2012, most of which would be for FEMA.

The year-to-year variations between enacted and requested funding for the agencies receiving the largest amounts of homeland security funding have generally been small (see Table 4), although for certain agencies, there has been some variation. For example, funding increased from 2011 to 2012 for DHS's Customs and Border Protection for protection of the southwest border, and FEMA's funding was cut for the same period.

Historical Funding for Homeland Security

To provide context for the current homeland security budget request, CBO examined funding for that purpose in previous years. One major challenge in assessing trends in funding, however, is that homeland security as a concept has evolved continuously, starting even before the September 11 attacks. The dynamic nature of the threat is the main difficulty, but the complexity of coordinating work—not only among the various federal departments and agencies but also among the federal, state, and local governments and between the public and private sectors—is also a factor.

There are four distinct periods in past homeland security funding:⁹

- October 1, 1998, to September 11, 2001: Counterterrorism and antiterrorism became a focus of budget reporting, and spending increased sharply.
- September 11, 2001, to September 30, 2002: Significant additional resources for homeland security were incorporated into the federal budget.
- October 1, 2002, to the September 30, 2009: DHS was established (beginning in March 2003), then homeland security goals and missions started to be defined with greater specificity, and the amount of funding rose further; in recent years, about half of that funding has been provided to DHS.
- October 1, 2009, to September 30, 2012: Funding declined by about 10 percent from its 2009 peak.

Funding Prior to September 11, 2001

Homeland security as an organizing concept was not reflected in the federal budget until the Homeland

9. Prior to 1998, OMB did not explicitly report the funding amounts for counterterrorism or homeland security.

Table 4.**Enacted and Requested Homeland Security Funding, 2011 Through 2013**

(Billions of dollars)

	Enacted		Requested
	2011	2012	2013
Department of Homeland Security			
Customs and Border Protection	9.4	10.0	10.2
Transportation Security Administration	7.7	7.8	7.7
Immigration and Customs Enforcement	5.1	5.1	5.0
Coast Guard	3.6	3.6	3.3
Federal Emergency Management Agency	3.4	2.5	3.0
National Protection and Programs Directorate	2.4	2.7	2.7
Secret Service	1.4	1.6	1.5
Other DHS Agencies	1.9	1.8	2.1
Total, DHS	34.9	35.1	35.5
Department of Defense			
Military personnel	7.8	7.9	8.2
Operation and maintenance	4.8	5.4	5.6
Research, development, test, and evaluation	1.9	1.8	2.1
Procurement	1.7	1.5	1.5
Other DoD Appropriation Titles	0.8	0.8	0.6
Total, DoD	17.0	17.4	18.0
Department of Health and Human Services			
National Institutes of Health	1.8	1.8	1.8
Centers for Disease Control and Prevention	1.4	1.4	1.3
Other HHS Agencies	1.0	1.0	1.0
Total, HHS	4.2	4.2	4.1
Department of Justice			
Federal Bureau of Investigation	2.9	3.0	3.1
Other DOJ Agencies	1.1	1.1	0.9
Total, DOJ	4.0	4.1	4.0
All Other Departments or Agencies	6.9	7.2	7.3
Total	67.0	68.0	68.9

Source: Congressional Budget Office based on data from Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

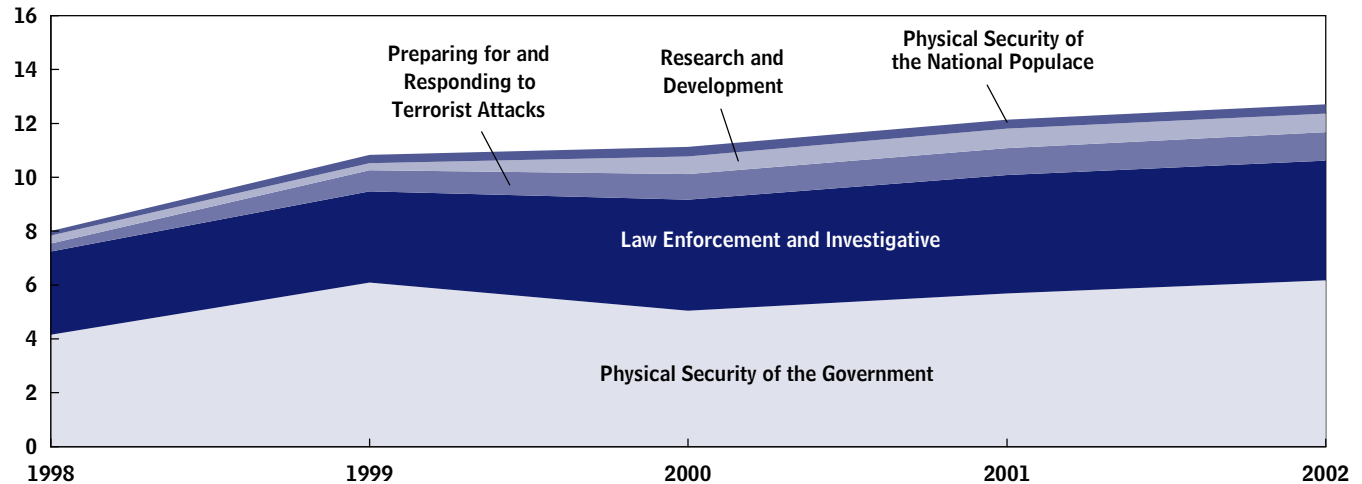
Security Act was signed into law in November 2002. Nevertheless, certain relevant reporting mechanisms existed in the federal budget before 2002. The National Defense Authorization Act for Fiscal Year 1998 (P.L. 105-85) required the Administration to provide information on amounts spent on counterterrorism and on antiterrorism programs and activities; later legislation required information on domestic preparedness. Funding for combating terrorism rose from \$8 billion in 1998 to nearly \$13 billion in 2002 (before additional emergency funds were provided in the aftermath of the attacks of September 11, 2001; see Figure 5).¹⁰ (All of the amounts

described in this discussion about historical funding are expressed in fiscal year 2012 dollars, using the price index for gross domestic product to adjust for inflation.) In real (inflation-adjusted) terms, that funding increased by almost 60 percent between 1998 and 2002. Because pay and benefits for the military and federal civilian employees grew faster than the rate of economywide inflation between 1998 and 2002, the homeland security enterprise grew by slightly less over this period than that

10. Office of Management and Budget, *Annual Report to Congress on Combating Terrorism* (2002).

Figure 5.**Trends in Funding for Combating Terrorism, by Funding Category, 1998 to 2002**

(Billions of 2012 dollars)



Source: Congressional Budget Office based on data from Office of Management and Budget (OMB), *Annual Report to Congress on Combating Terrorism* (June 2002).

Notes: The funding categories in effect before September 11, 2001, were based on reporting requirements specified in the National Defense Authorization Act for Fiscal Year 1998. Under that legislation, the Administration was required to report expenditures for antiterrorism and counterterrorism activities. Homeland security funding as an organizing concept was not reflected in the federal budget before enactment of the Homeland Security Act of 2002.

Funding for 2002 does not include supplemental appropriations enacted after the September 11, 2001, terrorist attacks.

In the *Annual Report to Congress on Combating Terrorism*, in addition to reporting on spending for combating terrorism, OMB also reported on funding for critical infrastructure protection as a separate category. Therefore, funding for critical infrastructure protection is not included in the funding levels shown in the figure.

calculation would suggest. Five funding categories were used during those years: Physical Security of the Government, Law Enforcement and Investigative, Preparing for and Responding to Terrorist Acts, Research and Development, and Physical Security of National Populace.¹¹ The relative funding amounts for each category varied little before the September 11 attacks, but those priorities served as the basis for much of the initial organization of DHS. The categories also resemble the homeland security categories now used by OMB, although comparisons of particular programs before and after September 11, 2001, can be misleading because the definitions have evolved since then. In a broad sense, the federal government's main priorities before and after the 2001 attacks are similar: preventing or disrupting an attack before it occurs, making potential target sites less vulnerable to the effects of a terrorist attack, and providing the resources necessary

to respond effectively to mitigate the consequences of such an attack.

Funding Immediately After the Attacks of September 11, 2001

After the attacks, the definition of what constituted counterterrorism and homeland security broadened significantly. For example, starting with 2003, all border and aviation security activities were categorized as related to homeland security; they had been excluded from earlier funding totals.

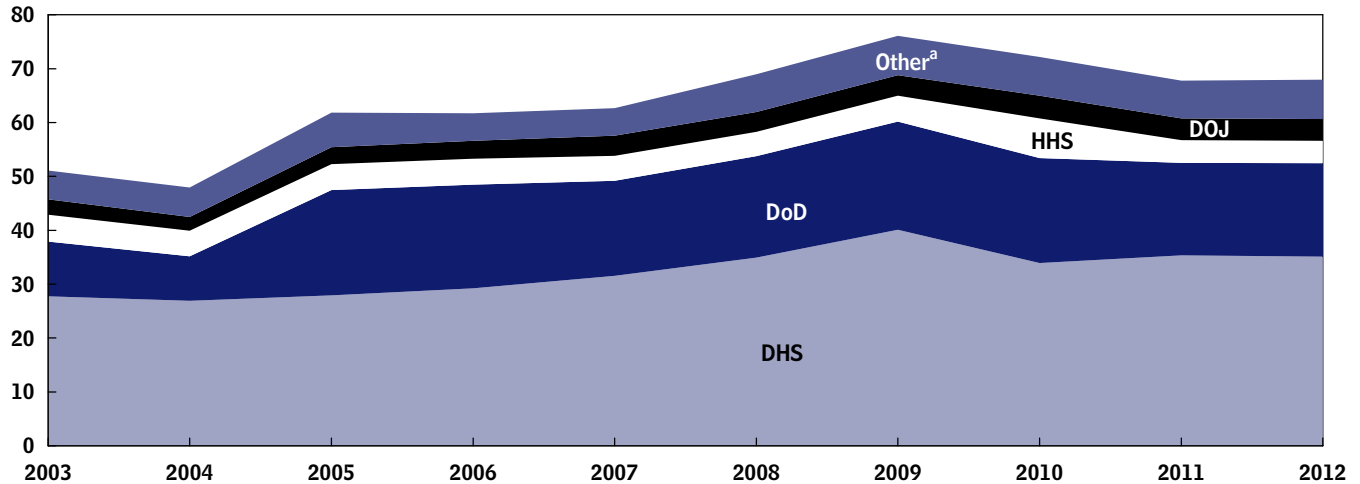
Even with those qualifications, it is clear that beginning with the Emergency Response Fund established after the attacks, homeland security spending increased substantially for several years. Following the September 11 attacks, \$15 billion in emergency funding was approved for fiscal year 2002. In the 2003 budget, funding for combating terrorism (including defense against weapons of mass destruction and counting supplemental funding) totaled \$51.1 billion, compared with \$12.7 billion in

11. In addition to reporting on spending to combat terrorism, OMB's 2002 annual report also reported on funding for protection of critical infrastructure as a separate category that is not included in the discussion here or shown in Figure 5.

Figure 6.

Trends in Funding for Homeland Security, by Department, 2003 to 2012

(Billions of 2012 dollars)



Source: Congressional Budget Office based on data from Office of Management and Budget, *Budget of the United States Government: Analytical Perspectives* (multiple fiscal years).

Note: DOJ = Department of Justice; HHS = Department of Health and Human Services; DoD = Department of Defense; and DHS = Department of Homeland Security.

a. This category includes all other federal departments and agencies that received homeland security funding for fiscal years 2003 through 2012.

2002. That substantial increase reflected the recategorization of some activities that had previously been undertaken as well as the establishment of some of the new components of what would become DHS. One new component involved the federalization of air security through the formation of the Transportation Security Administration.

Funding from 2003 to 2009

As with the transition in funding for combating terrorism after the attacks of September 11, 2001, year-to-year comparisons of homeland security funding from fiscal years 2003 to 2009 can be misleading, especially in earlier years. Determining which specific programs are (and are not) related to homeland security has been an ongoing process, one that was particularly subject to change after DHS was first organized in 2003.¹² In addition, in 2007, DoD revised the method by which it calculated the amount of funding for homeland security and also updated its reporting for previous years' funding using that revised method. That change affected only DoD's

funding for homeland security, and only from 2005 onward. However, that new method had the effect of doubling the funding that DoD allocated to homeland security between 2004 and 2005 (see Figure 6).

With those qualifications in mind, several developments since 2003 are evident:

- After the significant increase in funding specifically designated for homeland security that occurred immediately after the attacks of September 11, 2001, funding continued to grow, peaking at \$76 billion in 2009, or about 70 percent more than the amount categorized as homeland security funding in 2003. (The growth in the homeland security enterprise was not quite that large because pay and benefits for federal employees grew faster than economywide inflation and because of the definitional changes that were made over that period, particularly those related to DoD.)
- After 2004, DHS never accounted for more than 52 percent of total homeland security funding across the federal government. Homeland security funding is

12. See Congressional Budget Office, *Federal Funding for Homeland Security: An Update* (July 2005).

Table 5.**Appropriations for Homeland Security, 2003 to 2012**

(Billions of 2012 dollars)

Fiscal Year	Initial Appropriation	Supplemental Appropriation	Total Homeland Security Budget	Supplemental Appropriation as a Share of the Initial Appropriation (Percent)
2003	44.6	6.4	51.0	14.3
2004	47.8	0.1	47.9	0.3
2005	59.8	2.0	61.8	3.3
2006	60.1	2.7	62.8	4.5
2007	60.7	3.1	63.8	5.1
2008	63.9	4.0	67.9	6.3
2009	72.4	3.7	76.0	5.0
2010	71.5	0.7	72.2	1.0
2011	66.9	0	66.9	0
2012	68.0	0	68.0	0

Source: Congressional Budget Office based on data from Office of Management and Budget, *Budget of the United States Government, Fiscal Year 2013: Analytical Perspectives* (February 2012).

Note: Amounts are expressed in fiscal year 2012 dollars using the price index for gross domestic product to adjust for inflation.

part of the budget for all 15 Cabinet-level departments as well as for several independent agencies and other federal organizations; but that funding is largely concentrated within four departments.

- Supplemental or emergency funding has played a role in overall funding for homeland security since homeland security was first called out as a separate item in the federal budget. Supplemental funding has seen significant year-to-year fluctuations (see Table 5). For instance, whereas supplemental funding made up more than 14 percent of the overall homeland security appropriation in 2003, according to OMB, such funding constituted an average of about 4 percent in the next six years.
- The large increase in funding (12 percent) from 2008 to 2009 reflected a greater emphasis on a wide range of homeland security activities, including southwest border protection, transportation screening technologies, investments in Coast Guard planes and large ships, and development of next-generation systems for detecting biological agents, among others.

Funding from 2010 to 2012

Funding for homeland security declined from its peak of \$76 billion in 2009 to \$67 billion in 2011 and to \$68 billion in 2012. DHS and DoD have accounted for most of that decline. The \$68 billion in homeland security funding enacted in 2012 was about one-third more than the amount appropriated in 2003. (Some of that increase, however, resulted from revisions in the classification of spending.) No supplemental appropriations for homeland security have been enacted since 2010 (see Table 5).

Although funding for homeland security has varied over time, the allocation of that funding among the various federal agencies has remained relatively constant for the past several years. For example, funding in 2012 was allocated among the four largest recipients as follows: DHS, 52 percent; DoD, 25 percent; HHS, 6 percent; and DOJ, 6 percent. By comparison, in 2008 the allocation was as follows: DHS, 50 percent; DoD, 28 percent; HHS, 7 percent; and DOJ, 5 percent.

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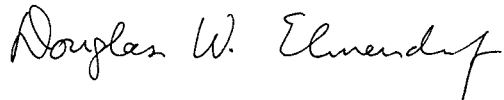
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About This Document

This Congressional Budget Office (CBO) report was prepared at the request of the Ranking Member of the House Committee on Homeland Security. In keeping with CBO's mandate to provide objective, impartial analysis, the report makes no recommendations.

Christopher Murphy prepared this report under the general supervision of David Mosher and Matthew Goldberg. Heidi Golding and Melissa Merrell of CBO provided comments on the report. Gary Cecchine of the RAND Corporation also reviewed the report. (The assistance of an external reviewer implies no responsibility for the final product, which rests solely with CBO.)

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Douglas W. Elmendorf
Director

September 2012