

**2025 USDA EXPLANATORY NOTES – OFFICE OF HOMELAND SECURITY**

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***PREFACE***

This publication summarizes the fiscal year (FY) 2025 Budget for the U.S. Department of Agriculture (USDA). Throughout this publication any reference to the “Budget” is in regard to the 2025 Budget, unless otherwise noted. All references to years refer to fiscal year, except where specifically noted. The budgetary tables throughout this document show actual amounts for 2022 and 2023, annualized Continuing Resolution levels for 2024, and the President’s Budget request for 2025. Amounts for 2024 estimated levels include: non-enacted amounts such as Full-Time Equivalent levels, fleet levels, information technology investment levels, recovery levels, transfers in and out, balances available end of year, and obligation levels.

Throughout this publication, the “2018 Farm Bill” is used to refer to the Agriculture Improvement Act of 2018. Most programs funded by the 2018 Farm Bill are funded through 2023. Amounts shown in 2024 and 2025 for most Farm Bill programs reflect those confirmed in the baseline.

Pursuant to the Balanced Budget and Emergency Deficit Control Act of 1985, sequestration is included in the numbers for mandatory programs in 2022, 2023, 2024 and 2025.

In tables throughout this document, amounts equal to zero (0) are displayed as dashes (-). Amounts less than 0.5 and greater than zero are rounded and shown as a zero (0). This display treatment is used to prevent the masking of non-zero amounts that do not round up to one (1).

***AGENCY-WIDE***

**PURPOSE STATEMENT**

The Office of Homeland Security (OHS) provides overall leadership and coordination of programs in the Department to plan for and respond to major natural and terrorist emergencies and threats. OHS mitigates risk and safeguards USDA personnel, customers, assets, and information by leading Government-wide initiatives and championing USDA’s equities in homeland and national security. OHS is responsible for Departmental emergency operations, continuity of operations, training and exercises, security clearances, classified information, safety of ionizing radiation, and coordinating all homeland and national security policy, planning, and preparedness activities for USDA.

The general authority of the OHS for managing all activities relating to homeland security is contained in Executive Order 13228, 7 CFR 2.95 and the Homeland Security Presidential Directive-1.

OHS is headquartered in Washington, D.C. As of September 30, 2023, there were 48 full-time permanent employees, which includes 15 Working Capital Fund staff. Of these employees 40 were located in the headquarters office and 8 in field offices.

**OIG AND GAO REPORTS**

OHS did not have any Office of Inspector General or Government Accountability Office evaluation reports during the past year.

**AVAILABLE FUNDS AND FTEs**

*Table OHS-1. Available Funds and FTEs (thousands of dollars, FTEs)*

Item	2022		2023		2024		2025	
	Actual	FTEs	Actual	FTEs	Estimated	FTEs	Estimated	FTEs
Salaries and Expenses:								
Discretionary Appropriations.....	\$1,353	5	\$1,396	4	\$1,396	4	\$3,174	9
Lapsing Balances .....	-52	-	-11	-	-	-	-	-
Total Obligations, OHS .....	1,301	5	1,385	4	1,396	4	3,174	9
Other USDA:								
Radiation Safety.....	1,184	4	1,196	4	1,196	4	1,196	4
Personnel and Document Security .....	2,687	12	8,244	15	5,264	21	5,306	21
Security Operations.....	5,792	18	6,440	19	6,575	19	6,575	19
Other Reimbursable Programs.....	3,589	7	3,252	6	5,260	7	5,260	7
Total, Other USDA .....	13,252	41	19,132	44	18,295	51	18,337	51
Total, Agriculture Available .....	14,605	46	20,528	48	19,691	55	21,511	60
Total Available, OHS.....	14,605	46	20,528	48	19,691	55	21,511	60

**PERMANENT POSITIONS BY GRADE AND FTEs**

*Table OHS-2. Permanent Positions by Grade and FTEs*

Item	2022		2023		2024		2025	
	D.C.	Field	D.C.	Field	D.C.	Field	D.C.	Field
SES.....	1	-	1	1	-	1	1	-
GS-15.....	7	-	7	6	1	7	6	1
GS-14.....	15	-	15	14	2	16	14	2
GS-13.....	10	-	10	6	3	9	11	3
GS-12.....	7	-	7	7	1	8	9	1
GS-11.....	2	-	2	2	1	3	2	1
GS-9.....	2	-	2	2	-	2	2	-
GS-7.....	2	-	2	2	-	2	2	-
Total Permanent.....	46	-	46	40	8	48	47	8
Unfilled, EOY.....	-	-	-	-	-	-	2	-
Total Perm. FT EOY.....	46	-	46	40	8	48	47	8
FTE .....	46	-	46	43	5	48	47	8

**SHARED FUNDING PROJECTS**

*Table OHS-3. Shared Funding Projects (thousands of dollars)*

Item	2022 Actual	2023 Actual	2024 Estimated	2025 Estimated
<b>Working Capital Fund:</b>				
Administrative Services:				
Material Management Service .....	\$13	\$12	\$12	\$11
Mail and Reproduction Services .....	25	32	44	44
Integrated Procurement Systems.....	9	15	18	-
Procurement Operations Services .....	23	36	46	62
Human Resources Enterprise Management Systems.....	1	1	1	1
AskUSDA Contact Center .....	-	2	3	3
Subtotal .....	71	98	124	121
Finance and Management:				
National Finance Center .....	17	32	13	12
Financial Shared Services .....	80	92	102	97
Internal Control Support Services.....	-	-	13	11
Personnel and Document Security Program .....	-	1	1	1
Financial Management Support Services.....	168	181	199	211
Subtotal .....	265	306	328	332
Information Technology:				
Client Experience Center .....	594	522	465	443
Department Administration Information Technology Office .....	226	200	389	367
Digital Infrastructure Services Center .....	66	58	33	31
Enterprise Cybersecurity Services .....	-	16	46	51
Enterprise Data and Analytics Services.....	-	17	18	17
Enterprise Network Services.....	36	40	12	41
Subtotal .....	922	853	963	950
Correspondence Management Services .....	-	-	-	-
Office of the Executive Secretariat .....	3	15	16	14
Total, Working Capital Fund .....	1,261	1,272	1,431	1,417
<b>Department-Wide Shared Cost Programs:</b>				
Agency Partnership Outreach .....	1	1	1	1
Diversity, Equity, Inclusion and Accessibility .....	4	5	5	5
Medical Services .....	2	1	-	-
Office of Customer Experience .....	9	-	-	-
Personnel and Document Security Program .....	1	1	1	1
Physical Security .....	1	1	1	1
Security Detail .....	1	1	1	1
Security Operations Program.....	1	1	1	1
Talent Center.....	-	1	1	1
National Capital Region Interpreting Services .....	1	1	2	2
USDA Enterprise Data Analytics Services.....	1	-	-	-
Employee Experience .....	-	1	1	1
Total, Department-Wide Reimbursable Programs.....	21	13	13	13
Agency Total.....	1,282	1,285	1,444	1,430

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**ACCOUNT I: SALARIES AND EXPENSES****APPROPRIATIONS LANGUAGE**

The appropriations language follows (new language underscored; deleted matter enclosed in brackets).

Office of the secretary (Including Transfers of Funds)

For necessary expenses of the Office of the Secretary, [~~\$112,634,000~~]\$103,025,000, of which not to exceed [~~\$34,713,000~~]\$20,669,000 shall be available for the Immediate Office of the Secretary; not to exceed [~~\$2,396,000~~]\$3,174,000 shall be available for the Office of Homeland Security; not to exceed [~~\$6,533,000~~]\$6,613,000 shall be available for the Office of Tribal Relations, of which \$1,000,000 shall be [to establish ]available for a Tribal Public Health Resource Center at a land grant university with existing indigenous public health expertise to expand current partnerships and collaborative efforts with indigenous groups, including but not limited to, tribal organizations and institutions such as tribal colleges, tribal technical colleges, tribal community colleges and tribal universities, to improve the delivery of culturally appropriate public health services and functions in American Indian communities focusing on indigenous food sovereignty; not to exceed [~~\$10,357,000~~]\$9,339,000 shall be available for the Office of Partnerships and Public Engagement (OPPE), of which \$1,500,000 shall be for 7 U.S.C. 2279(c)(5); not to exceed [~~\$37,369,000~~]\$46,944,000 shall be available for the Office of the Assistant Secretary for Administration, of which [~~\$35,627,000~~]\$45,207,000 shall be available for Departmental Administration to provide for necessary expenses for management support services to offices of the Department and for general administration, security, repairs and alterations, and other miscellaneous supplies and expenses not otherwise provided for and necessary for the practical and efficient work of the Department, of which \$12,000,000 shall be available for the hire and purchase of zero emission passenger vehicles and supporting charging or fueling infrastructure: *Provided*, That funds made available by this Act to an agency in the Administration mission area for salaries and expenses are available to fund up to one administrative support staff for the Office; not to exceed [~~\$4,727,000~~]\$4,709,000 shall be available for the Office of the Assistant Secretary for Congressional Relations and Intergovernmental Affairs to carry out the programs funded by this Act, including programs involving intergovernmental affairs and liaison within the executive branch; and not to exceed [~~\$16,539,000~~]\$11,577,000 shall be available for the Office of Communications: *Provided further*, That the Secretary of Agriculture is authorized to transfer funds appropriated for any office of the Office of the Secretary to any other office of the Office of the Secretary[: *Provided further*; That, of the funds provided under this heading, up to \$4,000,000 may be transferred to OPPE and the National Institute of Food and Agriculture to carry out section 12301 of Public Law 115–334]: *Provided further*, That, of the funds provided under this heading, up to [~~\$20,000,000~~]\$10,000,000 may be transferred to the Farm Service Agency to carry out section [729]727 of title VII of this Act: *Provided further*, That no appropriation for any office shall be increased or decreased by more than 5 percent: *Provided further*; That not to exceed \$22,000 of the amount made available under this paragraph for the Immediate Office of the Secretary shall be available for official reception and representation expenses, not otherwise provided for, as determined by the Secretary: *Provided further*, That the amount made available under this heading for Departmental Administration shall be reimbursed from applicable appropriations in this Act for travel expenses incident to the holding of hearings as required by 5U.S.C. 551-558: *Provided further*, That funds made available under this heading for the Office of the Assistant Secretary for Congressional Relations and Intergovernmental Affairs may be transferred to agencies of the Department of Agriculture funded by this Act to maintain personnel at the agency level: *Provided further*, That no funds made available under this heading for the Office of Assistant Secretary for Congressional Relations may be obligated after 30 days from the date of enactment of this Act, unless the Secretary has notified the Committees on Appropriations of both Houses of Congress on the allocation of these funds by USDA agency: *Provided further*, That during any 30 day notification period referenced in section 716 of this Act, the Secretary of Agriculture shall take no action to begin implementation of the action that is subject to section 716 of this Act or make any public announcement of such action in any form.

**Change Description**

*The first change* (line 5 of paragraph 1) modifies language for the Tribal Public Health Resource Center that is within the Office of Tribal Relations. The Tribal Public Health Resource Center was previously established, and the language is updated to reflect that the funds are now available.

*The second change* (line 16 of paragraph 1) adds language to include the zero-emission passenger vehicle fleet funding for Departmental Administration.

The third change (line 25 of paragraph 1) removes language that transfers funding from the Office of Partnerships and Public Engagement to the National Institute of Food and Agriculture for the Farming Opportunities Training and Outreach Program.

The fourth change (line 28 of paragraph 1) reflects the updated General Provision section number for the Polyfluoroalkyl Substances Initiative.

**LEAD-OFF TABULAR STATEMENT**

**Table OHS-4. Lead-Off Tabular Statement (In dollars)**

Item	Amount
Estimate, 2024	\$1,396,000
Change in Appropriation	+1,778,000
Budget Estimate, 2025	<u>3,174,000</u>

**PROJECT STATEMENTS**

**Table OHS-5. Project Statement on Basis of Appropriations (thousands of dollars, FTEs)**

Item	2022		2023		2024		2025		Inc. or Dec.	FTE Inc. or Dec.	Chg Key
	Actual	FTEs	Actual	FTEs	Estimated	FTEs	Estimated	FTEs			
Discretionary Appropriations:											
Office of Homeland Security	\$1,353	5	\$1,396	4	\$1,396	4	\$3,174	9	+\$1,778	+5	(1)
Lapsing Balances .....	-52	-	-11	-	-	-	-	-	-	-	-
Total Obligations.....	<u>1,301</u>	<u>5</u>	<u>1,385</u>	<u>4</u>	<u>1,396</u>	<u>4</u>	<u>3,174</u>	<u>9</u>	<u>+1,778</u>	<u>+5</u>	

**Table OHS-6. Project Statement on Basis of Obligations (thousands of dollars, FTEs)**

Item	2022		2023		2024		2025		Inc. or Dec.	FTE Inc. or Dec.
	Actual	FTEs	Actual	FTEs	Estimated	FTEs	Estimated	FTEs		
Discretionary Obligations:										
Office of Homeland Security	\$1,301	5	\$1,385	4	\$1,396	4	\$3,174	9	+\$1,778	+5
Add back: .....										
Lapsing Balances .....	52	-	11	-	-	-	-	-	-	-
Total Appropriation.....	<u>1,353</u>	<u>5</u>	<u>1,396</u>	<u>4</u>	<u>1,396</u>	<u>4</u>	<u>3,174</u>	<u>9</u>	<u>+1,778</u>	<u>+5</u>

**JUSTIFICATION OF CHANGES**

**Office of Homeland Security**

Base funding for the Office of Homeland Security provides leadership in national security through the development and execution of departmental policy, the support of emergency preparedness and response initiatives, and the coordination of threat mitigation activities to ensure a more resilient Department. OHS is a center of excellence for emergency management and homeland security known for leadership, innovation, and service for the benefit of USDA and stakeholders. This involves coordination with Mission Areas, Agencies and Office for policy formulation, response plans, reporting, as well as action assignments to meet acute and major threats to the Nation’s food and agriculture systems and key USDA assets. It also involves activation of the USDA incident management system and the Federal Response Plan responsibilities in the event of a major incident; oversight of USDA nationwide policies and procedures related to homeland and national security; and coordination with the National Security Council, Department of Homeland Security and other Federal agencies, public and private organizations. OHS mitigates risk and safeguards USDA personnel, customers, assets, and information by leading Government-wide initiatives and championing USDA’s equities in homeland and national security. OHS is responsible for Departmental emergency operations, continuity of operations, training and exercises, security clearances, classified information, safety of ionizing radiation, and coordinating all homeland and national security policy, planning, and preparedness activities for USDA.

The numbers and letters of the following listing relates to values in the Change (Chg) Key column of the Project Statement:

Justification of Increases and Decreases:

The funding change is requested for the following items:

1. An increase of \$1,778,000 and 5 FTEs in salaries and expenses for the Office of Homeland Security. (\$1,396,000 and 4 FTEs available in 2024).
  - A) An increase of \$53,000 for pay and employee costs in the Office of Homeland Security (OHS) programs. This increase will support an annualization of the 2024 5.2 percent Cost of Living pay increase and the 2025 2.0 percent Cost of Living pay increase. If this funding is not provided, OHS will not continue to meet its objective to plan for and respond to major natural and terrorist emergencies and threats to USDA operations. This critical increase is needed to support and maintain current staffing levels to meet the demands and statutory requirements imposed on OHS.
  - B) An increase of \$1,000,000 and 3 FTEs to reduce the backlog associated with the Committee on Foreign Investment in the United States (CFIUS). In this Congress, both the House and the Senate have introduced proposed legislation that expand CFIUS review of foreign investments that result in foreign control or ownership of agricultural lands and businesses and prohibit investment by foreign countries of concern. Currently, there is only one staff member fully dedicated to CFIUS. Recently, in an agreement between USDA and the Department of the Treasury, USDA enhanced access to CFIUS cases that require additional OHS and Office of the General Counsel resources to ensure we support the agreement between the Departments. Previously, USDA reviewed less than 50 CFIUS cases annually, and since August 2022, the workload has increased over 900 percent as 500 cases have been reviewed.
  - C) An increase of \$225,000 and 1 FTE to address multiple unfunded requirements related to Biodefense. This increase funds the new National Security Memorandum 16: *Countering Biological Threats, Enhancing Pandemic Preparedness, and Achieving Global Health Security* and the associated Implementation Plan, which includes a classified plan related to biodefense, as well as new life science policies. Additionally, OHS' National Security Division must conduct multiple assessments, including producing a biodefense threat assessment (National Defense Authorization Act 2021) with the Department of Health and Human Services, Department of Defense, Department of Homeland Security, and Office of the Director of National Intelligence, perform reporting requirements in the new National Security Memorandum and coordinate implementation of new life science policies within USDA.
  - D) An increase of \$500,000 and 1 FTE to address multiple unfunded requirements related to Food and Agricultural Sector Support and implementation of NSM-16: *National Security Memorandum on Strengthening the Security and Resilience of United States Food and Agriculture.* Food agriculture defense sector activities have been the subject of several Office of Inspector General and Government Accountability Office related audits that highlight program deficiencies due to a lack of adequate staffing. As specified in Presidential Policy Directive (PPD-21), USDA is the co-Sector Risk Management Agency (SRMA) with the Food and Drug Administration for the Food and Agriculture Critical Infrastructure Sector (also Section 9002, P.L. 116-283). Threats to the cybersecurity of the Food and Agriculture Sector are no longer an unrealized risk. As an example, JBS, the world's largest meat processing company had to pay the equivalent of \$11 million in ransom to put an end to a major cyber-attack. Especially in this time of heightened geopolitical tensions, it is critical to protect the U.S. agriculture infrastructure systems. However, there is no appropriated funding to support the SRMA responsibilities, which include frequent communications with the Sector (at least weekly), sector meetings held at least twice per year, and most importantly to serve as sector-specific expertise to critical infrastructure owners and operators. With approximately 2.1 million farms in the United States, USDA is expected to provide support from the small farmer to the large, consolidated corporation by conducting sector risk management, understanding threat and vulnerabilities, and mitigating risks to systems and assets across the United States. These activities – risk assessments, vulnerability assessments, and mitigation strategies – are specifically called out in NSM-16 and require significant coordination within USDA and with other departments and agencies, particularly Department of Homeland Security. Without the requested increase, as the cybersecurity threats and vulnerabilities continue to grow, USDA is unable to conduct these SRMA responsibilities which could have a significant impact on the safety and security of U.S. agriculture.

**GEOGRAPHIC BREAKDOWN OF OBLIGATIONS AND FTEs**

*Table OHS-7. Geographic Breakdown of Obligations and FTEs (thousands of dollars, FTEs)*

State/Territory/Country	2022		2023		2024		2025	
	Actual	FTEs	Actual	FTEs	Estimated	FTEs	Estimated	FTEs
District of Columbia .....	\$1,301	5	\$1,385	4	\$1,396	4	\$3,174	9
Obligations .....	1,301	5	1,385	4	1,396	4	3,174	9
Lapsing Balances .....	52	-	11	-	-	-	-	-
Total, Available.....	1,353	5	1,396	4	1,396	4	3,174	9

**CLASSIFICATION BY OBJECTS**

*Table OHS-8. Classification by Objects (thousands of dollars)*

Item No.	Item	2022 Actual	2023 Actual	2024 Estimated	2025 Estimated
	Personnel Compensation:				
	Washington D.C.....	\$770	\$553	\$615	\$1,453
	Personnel Compensation, Field .....	-	-	-	-
11	Total personnel compensation .....	770	553	615	1,453
12	Personal benefits .....	269	194	222	501
13.0	Benefits for former personnel .....	14	-	-	-
	Total, personnel comp. and benefits .....	1,053	747	837	1,954
	Other Objects:				
21.0	Travel and transportation of persons.....	-	15	15	20
23.1	Rental payments to GSA.....	3	3	3	3
23.3	Communications, utilities, and misc. charges.....	14	21	23	33
24.0	Printing and reproduction .....	1	1	1	1
25	Other contractual services.....	47	53	53	60
25.1	Advisory and assistance services.....	113	161	170	225
25.2	Other services from non-Federal sources .....	-	2	2	10
25.3	Other goods and services from Federal sources .....	-	356	267	828
25.4	Operation and maintenance of facilities .....	30	-	-	-
25.5	Research and development contracts .....	35	2	2	5
26.0	Supplies and materials .....	5	16	15	20
31.0	Equipment.....	-	8	8	15
	Total, Other Objects.....	248	638	559	1,220
99.9	Total, new obligations.....	1,301	1,385	1,396	3,174
	DHS Building Security Payments (included in 25.3) .....	\$5	\$8	\$7	\$7
	Information Technology Investments:				
	Major Investment 1				
	Enterprise IT Facilities and Physical Security				
11	Internal Labor.....	\$373	\$391	\$410	\$431
	External Labor (Contractors) .....	385	1,266	499	509
	Total Major Investment 1.....	758	1,657	909	940
25.3	Mission Area WCF Transfers .....	1,159	-	-	-
	Total Non-Major Investment .....	1,159	-	-	-
	<b>Total IT Investments.....</b>	<b>1,917</b>	<b>1,657</b>	<b>909</b>	<b>940</b>
	Position Data:				
	Average Salary (dollars), ES Position .....	\$191,000	\$199,000	\$209,000	\$217,000
	Average Salary (dollars), GS Position.....	\$145,000	\$146,000	\$157,000	\$165,000
	Average Grade, GS Position.....	14.5	14.5	14.6	14.7