

Preliminary Funding Analysis of the FY11 Budget Request for International WMD Security Programs

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The fiscal year 2011 (FY11) budget request of \$3.1 billion for international weapons of mass destruction (WMD) security programs gives a significant boost to nuclear and biological security programs. It also corrects some of the shortfalls of the FY10 budget. These included a decline in overall National Nuclear Security Administration (NNSA) program funding and limited growth in the budget and mission of the Department of Defense (DoD) Cooperative Threat Reduction (CTR) program. Notably, the FY11 budget includes an additional \$320 million over FY10 to support the four year effort to secure all vulnerable nuclear materials around the world that was announced by President Barack Obama in April 2009. This includes: a sizable funding increase for NNSA's Global Threat Reduction Initiative's (GTRI) nuclear removal program; a modest increase in NNSA's International Nuclear Materials Protection and Cooperation (INMPC) program; and funding for a new nuclear security initiative in the DoD CTR budget. However, it appears that the GTRI increase for nuclear removal has come at the expense of its radiological protection and removal programs. Also, the Department of Homeland Security's nuclear mission has remained steady while its biological mission has increased, and the Department of State threat reduction programs suffered a three percent proposed funding reduction.

National Nuclear Security Administration

- Over \$240 million increase within the INMPC and GTRI programs to support the four year effort to secure all vulnerable nuclear materials around the world.
- A 146% increase to \$355 million for GTRI's Nuclear and Radiological Material Removal program while funding for GTRI's Material Protection program dropped 2% to \$84 million.
- An overall \$18 million increase for INMPC, including an additional \$34 million for the security of nuclear materials in Russia.

Department of Defense

- An overall 23% increase to \$522 million for CTR, including \$209 million for biosecurity projects which now accounts for 40% of the total budget.
- Over \$74 million for a new Global Nuclear Lockdown program to support the four year effort, including \$30 million for regional nuclear security centers and the remainder for projects in Russia.

Department of State

- A voluntary contribution of \$3 million to support UN Security Council Resolution (UNSCR) 1540
- An overall 3% funding reduction to \$199 million for State global threat reduction programs.
- A 24% cut to \$57 million for the Nonproliferation and Disarmament Fund.
- A modest 3% increase to nearly \$72 million for the Global Threat Reduction program.

Department of Homeland Security

- Steady funding for the Domestic Nuclear Detection Office at \$305 million, when accounting for a program transfer to the Science and Technology Directorate.
- A 94% funding increase to \$173.5 million for the BioWatch program to support the procurement of next generation detection systems and related initiatives.

FY11 International WMD Security Programs
All amounts in \$ millions

| Program | FY09 Approp. | FY10 Budget Request | FY10 Approp. | FY11 Budget Request |
|--|------------------------------|------------------------------------|-------------------------|------------------------------------|
| National Nuclear Security Administration | | | | |
| Nonproliferation and International Security | 150.0 | 207.2 ¹ | 187.2 | 155.9 |
| International Nuclear Materials Protection and Cooperation | 455.0 | 552.3 | 572.1 | 590.1 |
| Elimination of Weapons-Grade Plutonium Production | 141.3 | 24.5 | 24.5 | 0.0 |
| Fissile Materials Disposition | 41.8 | 36.4 | 36.4 | 138.9 |
| Global Threat Reduction Initiative | 395.0 | 353.5 | 333.5 | 559.0 |
| Congressionally Directed Projects | 1.9 | -- | 0.3 | -- |
| Subtotal, NNSA | \$1,185.0 | \$1,173.9 | \$1,154.0 | \$1,443.9 |
| Department of Defense | | | | |
| Cooperative Threat Reduction Programs | 433.2 | 404.1 | 424.1 | 522.5 |
| Subtotal, DoD | \$433.2 | \$404.1 | \$424.1 | \$522.5 |
| Department of Homeland Security | | | | |
| Domestic Nuclear Detection Office | 514.2 | 366.1 | 383.0 | 305.8 |
| Science and Technology Directorate | 362.3 | 361.3 | 357.0 | 431.9 |
| Office of Health Affairs | 119.6 | 102.5 | 102.5 | 180.5 |
| Customs and Border Protection | 149.5 | 165.4 | 162.0 | 84.4 |
| Federal Emergency Management Agency | 6.0 | 6.0 | 6.0 | 0.0 |
| Subtotal, DHS | \$1,151.6 | \$1,001.3 | \$1,010.5 | \$1,002.6 |
| Department of State | | | | |
| Nonproliferation and Disarmament Fund | 118.0 | 75.0 | 75.0 | 57.0 |
| Export Control and Related Border Security Assistance | 44.0 | 55.0 | 54.0 | 61.5 |
| Global Threat Reduction | 61.0 | 68.6 | 70.0 | 71.9 |
| Weapons of Mass Destruction Terrorism | 2.0 | 2.0 | 2.0 | 2.0 |
| UNSCR 1540 Implementation | -- | -- | -- | 3.0 |
| U.S. Civilian Research and Development Foundation | ~3.8 | ~3.8 | ~3.8 | ~3.8 |
| Subtotal, State | \$228.8 | \$204.4 | \$204.8 | \$199.2 |
| TOTAL | \$2,998.6² | \$2,783.7 | \$2,793.4 | \$3,168.2 |

For more details on FY09 appropriations and the FY10 budget request, see PGS' July 2009 publications: [Updated Funding Analysis of FY09 International WMD Security Programs](#) and [Updated Funding Analysis of the Fiscal Year 2010 Budget Request for WMD Security Programs](#).

FY11 Budget Request, National Nuclear Security Administration
Selected WMD Security Programs
All amounts in \$ millions

| Program | FY10 Budget Request ³ | FY10 Approp. ⁴ | FY11 Budget Request ⁵ | Change from FY10 Approp. | Percentage Change from FY10 |
|---|----------------------------------|---------------------------|----------------------------------|--------------------------|-----------------------------|
| Nonproliferation and International Security | | | | | |
| Dismantlement and Transparency | 92.8 | 72.8 | 49.2 | - 23.6 | - 32% |
| Global Security Engagement and Cooperation | 50.7 | 50.7 | 47.3 | - 3.4 | - 7% |
| International Regimes and Agreements | 42.7 | 42.7 | 39.8 | - 2.9 | - 7% |
| Treaties and Agreements | 21.0 | 21.0 | 19.6 | - 1.4 | - 7% |
| <i>Subtotal, NIS</i> | \$207.2⁶ | \$187.2 | \$155.9 | - \$31.3 | - 17% |
| International Nuclear Materials Protection and Cooperation | | | | | |
| Navy Complex | 33.9 | 33.9 | 34.3 | + 0.4 | + 1% |
| Strategic Rocket Forces | 48.6 | 48.6 | 51.4 | + 2.7 | + 6% |
| Rosatom Weapons Complex | 71.5 | 71.5 | 105.3 | + 33.8 | + 47% |
| Civilian Nuclear Sites | 43.5 | 63.5 | 59.0 | - 4.5 | - 7% |
| Material Consolidation and Conversion | 13.6 | 13.6 | 13.9 | + 0.3 | + 2% |
| National Programs and Sustainability | 68.5 | 68.5 | 60.9 | - 7.5 | - 11% |
| Second Line of Defense Core | 78.4 | 78.4 | 140.4 | + 62.0 | + 79% |
| Second Line of Defense Megaports | 194.3 | 194.0 | 124.9 | - 69.1 | - 36% |
| <i>Subtotal, INMPC</i> | \$552.3 | \$572.1 | \$590.1 | + 18.0 | + 3% |
| Elimination of Weapons-Grade Plutonium Production | | | | | |
| Seversk activities | 0.0 | 0.0 | 0.0 | 0.0 | 0 |
| Zheleznogorsk activities | 22.5 | 22.5 | 0.0 | -22.5 | - 100% |
| Crosscutting and technical support activities | 2.0 | 2.0 | 0.0 | - 2.0 | - 100% |
| <i>Subtotal, EWGPP</i> | \$24.5 | \$24.5 | \$0.0 | - 24.5 | - 100% |
| Fissile Materials Disposition | | | | | |
| U.S. Surplus Fissile Materials Disposition | 35.4 | 35.4 | 25.9 | 9.5 | - 26% |
| Russian Surplus Fissile Materials Disposition | 1.0 | 1.0 | 113.0 | + 112.0 | + 11,200% |
| <i>Subtotal, FMD</i> | \$36.4 | \$36.4 | \$138.9 | + 102.5 | + 282% |
| Global Threat Reduction Initiative | | | | | |
| HEU Reactor Conversion | 71.5 | 102.8 | 119.0 | + 16.2 | + 16% |
| Nuclear and Radiological Material Removal | 202.0 | 144.8 | 355.7 | + 210.9 | + 146% |
| Nuclear and Radiological Material Protection | 80.0 | 85.9 | 84.1 | - 1.8 | - 2% |
| <i>Subtotal, GTRI</i> | \$353.5 | \$333.5 | \$559.0 | + 225.5 | + 68% |
| Congressionally Directed Projects | -- | 0.3 | 0.0 | - 0.3 | - 100% |
| TOTAL | \$1,173.9⁷ | \$1,154.0 | \$1,443.9 | + \$289.9 | + 25% |

Line items may not add precisely due to rounding.

**FY11 Budget Request, Department of Defense
CTR Programs
All amounts in \$ millions**

| Program | FY10 Budget Request⁸ | FY10 Approp⁹ | FY11 Budget Request¹⁰ | Change from FY10 Approp. | Percentage Change from FY10 |
|---|--|------------------------------------|---|---|--|
| Strategic Offensive Arms Elimination – Russia | 66.4 | 66.4 | 66.7 | + 0.3 | + 1% |
| Strategic Nuclear Arms Elimination – Ukraine | 6.8 | 6.8 | 6.8 | 0 | 0 |
| Nuclear Weapons Storage Security – Russia | 15.1 | 22.1 | 9.6 | - 12.5 | - 56% |
| Nuclear Weapons Transportation Security – Russia | 46.4 | 45.9 | 45.0 | - 0.9 | - 2% |
| WMD Proliferation Prevention – FSU | 90.9 | 83.9 | 79.8 | - 4.1 | - 5% |
| Biological Threat Reduction – FSU | 152.1 | 152.1 | 209.0 | + 56.9 | + 37% |
| CW Destruction | 0.0 | 3.0 | 3.0 | 0 | 0 |
| Global Nuclear Lockdown | -- | -- | 74.5 | +74.5 | + 100% |
| Defense and Military Contacts | 5.0 | 5.0 | 5.0 | 0 | 0 |
| Other/Admin. Support | 21.4 | 21.4 | 23.0 | + 1.6 | + 7% |
| New CTR Initiatives | 0.0 | 17.0 | 0.0 | - 17.0 | - 100% |
| TOTAL | \$404.1 | \$423.6 | \$522.5 | + 98.4 | +23% |

Line items may not add precisely due to rounding.

**FY11 Budget Request, Department of Homeland Security
Selected International Threat Reduction Programs
All amounts in \$ millions**

| Program | FY10 Budget Request¹¹ | FY10 Approp.¹² | FY11 Budget Request¹³ | Change from FY10 Approp. | Percentage Change from FY10 |
|--|---|--------------------------------------|---|---|--|
| Domestic Nuclear Detection Office | | | | | |
| Management and Administration | 39.6 | 38.5 | 37.0 | - 1.5 | - 4% |
| Research, Development, & Operations | 326.5 | 324.5 | 207.8 ¹⁴ | -116.7 | - 36% |
| Systems Acquisitions | | | | | |
| <i>Radiation Portal Monitor Program</i> | 0.0 | 0 | 8.0 | + 8.0 | + 100% |
| <i>Securing the Cities</i> | 0.0 | 20.0 | 0.0 | - 20.0 | - 100% |
| <i>Human Portal Radiation Detection Systems Program</i> | 0.0 | 0.0 | 53.0 | + 53.0 | + 100% |
| Subtotal, Systems Acquisition | 0.0 | 20.0 | 61.0 | + 41.0 | + 205% |
| <i>Subtotal, DNDO</i> | <i>\$366.1</i> | <i>\$383.0</i> | <i>\$305.8</i> | <i>- 77.2¹⁵</i> | <i>- 20%</i> |
| Science and Technology Directorate | | | | | |
| Chemical and Biological | 206.8 | 206.8 | 200.9 | - 5.9 | - 3% |
| Radiological and Nuclear ¹⁶ | -- | -- | 109.0 | +109.0 | + 100% |
| Laboratory Facilities | 154.5 | 150.2 | 122.0 | - 28.2 | - 19% |
| <i>Subtotal, S&T</i> | <i>\$361.3</i> | <i>\$357.0</i> | <i>\$431.9</i> | <i>- 74.9</i> | <i>+ 21%</i> |
| Office of Health Affairs | | | | | |
| BioWatch | 94.5 | 89.5 | 173.5 | + 84.0 | + 94% |
| National Biosurveillance Integration System | 8.0 | 13.0 | 7.0 | - 6.0 | - 46% |
| <i>Subtotal, OHA</i> | <i>\$102.5</i> | <i>\$102.5</i> | <i>\$180.5</i> | <i>+ 78.0</i> | <i>+76%</i> |
| Customs and Border Protection International Cargo Screening | | | | | |
| Container Security Initiative | 165.4 | 162.0 | 84.4 | - 77.6 | - 48% |
| Federal Emergency Management Agency | | | | | |
| Nuclear Preparedness Effort | 6.0 | 6.0 | 0.0 | - 6.0 | - 100% |
| <i>TOTAL</i> | <i>\$1,001.3</i> | <i>\$1,010.5</i> | <i>\$1,002.6</i> | <i>- 7.9</i> | <i>- 1%</i> |

Line items may not add precisely due to rounding.

BioShield Program¹⁷

Amounts in \$ billions

| Funding Period | Appropriation |
|-----------------------|-----------------------|
| FY04 – FY08 | \$3.418 |
| FY09 – FY13 | \$2.175 |
| <i>TOTAL</i> | <i>\$5.593</i> |

FY11 Budget, Department of State
Selected Global Threat Reduction Programs
All amounts in \$ millions

| Program | FY10 Budget Requests¹⁸ | FY10 Approp.¹⁹ | FY11 Budget Request²⁰ | Change from FY10 Approp. | Percentage Change from FY10 |
|--|--|--------------------------------------|---|---|--|
| Nonproliferation and Disarmament Fund | 75.0 | 75.0 | 57.0 | - 18.0 | - 24% |
| Export Control and Related Border Security Assistance | 55.0 | 54.0 | 61.5 | + 7.5 | + 14% |
| Global Threat Reduction²¹ | | | | | |
| <i>Science Centers</i> | 11.8 | 12.1 | 12.2 | + 0.1 | + 1% |
| <i>Global Biosecurity</i> | 33.0 | 33.6 | 34.5 | + 0.9 | + 2% |
| <i>Global Chemical Security</i> | 4.2 | 4.3 | 4.3 | 0 | 0 |
| <i>Iraq</i> | 9.5 | 9.6 | 9.3 | - 0.3 | - 3% |
| <i>Libya</i> | 4.7 | 4.8 | 5.0 | + 0.2 | + 4% |
| <i>Pakistan Nuclear Security</i> | 1.8 | 1.8 | 1.4 | - 0.4 | - 22% |
| <i>Nuclear Smuggling</i> | 3.8 | 3.9 | 3.5 | - 0.4 | - 10% |
| <i>Subtotal, GTR Program</i> | <i>\$68.6</i> | <i>\$70.0</i> | <i>\$71.9</i> | <i>+ 1.9</i> | <i>+ 3%</i> |
| Weapons of Mass Destruction Terrorism | 2.0 | 2.0 | 2.0 | 0 | 0 |
| UNSCR 1540 Implementation | -- | -- | 3.0 | + 3.0 | + 100% |
| U.S. Civilian Research and Development Foundation | ~3.8 | ~3.8 | ~3.8 | 0 | 0 |
| <i>TOTAL</i> | <i>\$204.4</i> | <i>\$204.8</i> | <i>\$199.2</i> | <i>- 5.6</i> | <i>- 3%</i> |

Line items may not add precisely due to rounding.

¹ On September 17, 2009, the President amended his budget request. The amendment reallocated \$15 million requested within the Nonproliferation and International Security (NIS) program for North Korea denuclearization activities to the Department of Energy's (DOE) Nuclear Energy account to support domestic gas centrifuge enrichment technology demonstration activities. The President's amended request for NIS is \$192.2 million, a \$15 million decrease for NIS' Dismantlement and Transparency subprogram. This analysis reflects the original request.

² Total FY09 funding includes appropriations made in the Omnibus Appropriation Act (P.L. 111-008); Consolidated Security, Disaster Assistance, and Continuing Appropriations Act (P.L. 110-329); and the Supplemental Appropriations Act, 2009 (P.L. 111-32). The Supplemental provided an additional \$55.0 million for NNSA and \$77.0 million for the State Department.

³ The FY10 request is specified in DOE's FY10 budget request documents and analyzed in PGS' July 2009 [Updated Funding Analysis of the Fiscal Year 2010 Budget Request for International WMD Security Programs](#). However, on September 17, 2009, the President amended his FY10 request. This amendment reallocated \$15 million from NNSA's Defense Nuclear Nonproliferation account for North Korean denuclearization activities to DOE's Nuclear Energy account for domestic gas centrifuge demonstration activities. This chart reflects the original FY10 budget request.

⁴ The Energy and Water Development and Related Agencies Appropriations Act, 2010 (P.L. 111-85) was signed into law on October 28, 2009. NNSA programmatic funding levels are specified in its conference report (111-278). Subprogrammatic funding levels that were not specified in it can be found in the FY11 DOE budget request.

⁵ The FY11 request is specified in DOE's FY11 [NNSA budget request](#).

⁶ On September 17, 2009, the President amended his budget request. The amendment reallocated \$15 million requested within NIS for North Korea denuclearization activities to DOE's Nuclear Energy account to support domestic gas centrifuge enrichment technology demonstration activities. The President's amended request for NIS is \$192.2 million, a \$15 million decrease for NIS' Dismantlement and Transparency subprogram. The President's original request (May 7, 2009) for NIS was \$207.2 million, of which at least \$20 million within the \$92.8 million Dismantlement and Transparency subprogram was requested to support North Korea denuclearization efforts. This analysis reflects the original request.

⁷ The President's September 17, 2009 budget amendment decreased the FY10 requested funding for international WMD security programs by \$15 million to \$1.1589 billion. However, this analysis reflects the President's original budget request (May 7, 2009).

⁸ The FY10 request is specified in DoD's FY10 budget request documents and analyzed in PGS' July 2009 [Updated Funding Analysis of the Fiscal Year 2010 Budget Request for International WMD Security Programs](#).

⁹ The Department of Defense Appropriations Act, 2010 (P. L. 111-118) provided \$424.1 million for CTR programs. However, according to DoD's FY11 budget request documents, CTR was funded at \$423.6 million in FY10. The numbers in this chart reflect the most current information contained in DoD's FY11 budget request documents.

¹⁰ The FY11 request is specified in DoD's FY11 [CTR budget request](#).

¹¹ The FY10 request is specified in DHS' FY10 [Budget in Brief and Congressional Budget Justification](#) and analyzed in PGS' July 2009 [Updated Funding Analysis of the Fiscal Year 2010 Budget Request for International WMD Security Programs](#).

¹² The Department of Homeland Security Appropriations Act, 2010 (P.L. 111-83) was signed into law on October 28, 2009. DHS programmatic funding levels are specified in its conference report (111-298).

¹³ The FY11 request is specified in DHS' FY11 [Budget in Brief and Congressional Budget Justification](#).

¹⁴ This FY11 funding decrease reflects the requested transfer of DNDO's Transformational Research and Development (TAR) program to the S&T directorate. In FY10, the TAR program was appropriated \$108.5 million, and in FY11, \$109 million has been requested for it under S&T's new Radiological and Nuclear (Rad/Nuc) program.

¹⁵ Decreased FY11 funding for DNDO is a result of the TAR program transfer to the S&T directorate.

¹⁶ The new Rad/Nuc program in the S&T directorate reflects the requested transfer of DNDO's TAR program.

¹⁷ Under the [FY04 DHS Appropriations Act](#), Project BioShield received an advanced appropriation in the amount of \$5.593 billion. Of that amount, no more than \$3.418 billion could be used for FY04 through FY08. The remainder of the appropriation, \$2.175 billion, is available for obligation to BioShield for FY09 through

FY13. In FY10, the program was transferred to the Department of Health and Human Services. However, DHS retains responsibility for performing threat assessments of hazardous materials.

¹⁸ Total program funding for NDF, EXBS, GTR, and WMD Terrorism are specified in the State Department Budget Justification documents and analyzed in PGS' July 2009 [Updated Funding Analysis of the Fiscal Year 2010 Budget Request for International WMD Security Programs](#). Line item funding for GTR subprograms was not detailed in the request. In this analysis, those levels have been estimated using the percentage of total program funding allocated to each line item in FY09 to determine likely allocations in the FY10 request. These totals have been updated since the publication of PGS' July 2009 analysis. CRDF funding has been carried forward from its FY09 appropriated level.

¹⁹ The Department of Transportation and Housing and Urban Development, and Related Agencies Appropriations Act, 2010 (P.L.111-117) was signed into law on December 16, 2009. Total program funding for NDF, EXBS, GTR, and WMD Terrorism was specified in its conference report (111-366). Line item allocations for GTR were not specified. In this analysis, those levels have been estimated using the percentage of total program funding allocated to each line item in FY09 to determine likely FY10 allocations. CRDF funding has been carried forward from its FY09 appropriated level.

²⁰ Total FY11 program funding for NDF, EXBS, GTR, and WMD Terrorism are specified in the State Department's [Executive Budget Summary](#) and [Congressional Budget Justification](#). Line item funding for GTR subprograms was not detailed in either document. In this analysis, those levels have been estimated using the percentage of total program funding allocated to each line item in FY09 to determine likely FY11 allocations. CRDF funding has been carried forward from its FY09 appropriated level.

²¹ Based on communications with knowledgeable officials, GTR subprogram area titles have been updated for FY11 to reflect current priorities. Please refer to PGS' July 2009 [Updated Funding Analysis of the Fiscal Year 2010 Budget Request for International WMD Security Programs](#) for previous subprogram titles.