

S. 885 Department of Homeland Security Civilian Cybersecurity Reserve Act

As ordered reported by the Senate Committee on Homeland Security and Governmental Affairs on May 17, 2023

By Fiscal Year, Millions of Dollars	2023	2023-2028	2023-2033
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	65	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2034?	No	Statutory pay-as-you-go procedures apply?	No
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2034?	No	Mandate Effects Contains intergovernmental mandate? Yes, Under Threshold Contains private-sector mandate? Yes, Under Threshold	

Bill Summary

S. 885 would authorize the Cybersecurity and Infrastructure Security Agency (CISA) to establish the Civilian Cybersecurity Reserve under a four-year pilot program. CISA would appoint cybersecurity professionals who are members of the reserve to temporary federal civilian positions within the agency to respond to significant national security threats. CISA would be required to report regularly to the Congress on the program's effectiveness.

Estimated Federal Cost

For this estimate, CBO assumes that S. 885 will be enacted near the end of fiscal year 2023. The costs of the legislation, detailed in Table 1, fall within budget function 050 (national defense). Implementing the bill would cost \$65 million over the 2023-2028 period, CBO estimates; such spending would be subject to the availability of appropriated funds.

See also

[CBO's Cost Estimates Explained](#), [CBO Describes Its Cost-Estimating Process](#), [Glossary](#)

**Table 1.**
Estimated Increases in Spending Subject to Appropriation Under S. 885

	By Fiscal Year, Millions of Dollars						2023-2028
	2023	2024	2025	2026	2027	2028	
Civilian Cybersecurity Reserve							
Estimated Authorization	0	0	8	15	16	16	55
Estimated Outlays	0	0	8	15	16	16	55
Program Management							
Estimated Authorization	0	1	2	2	2	3	10
Estimated Outlays	0	1	2	2	2	3	10
Total Changes							
Estimated Authorization	0	1	10	17	18	19	65
Estimated Outlays	0	1	10	17	18	19	65

Under S. 885, CISA would recruit and train members of the reserve group and mobilize as many as 30 at a time to serve as federal civilian employees for up to six months within a year. Activated reservists would augment CISA's workforce by detecting and responding to malicious activity in federal and nonfederal information networks. The bill would require CISA to complete plans for the initiative within one year; CBO anticipates that the reserve would begin to operate in 2025.

CBO expects that the costs to pay and equip the reservists would be comparable to the costs incurred for CISA's Cyber Defense Teams—about \$440,000 annually per employee, on average. About half of that amount would cover salaries and benefits; the rest would pay for network sensors, other equipment, and software licenses. CBO expects that CISA would activate reservists at a rate sufficient to keep the 30 authorized positions fully staffed each year. On that basis, CBO estimates, it would cost \$55 million over the 2023-2028 period to staff and operate the reserve.

CBO also expects that a program management office would administer recruitment, training, logistics, and security clearances, and the office would ensure that a sufficient pool of reservists was available to maintain 30 activated reservists at all times. Using information about the costs of similar efforts, CBO estimates that CISA would hire 10 new employees to manage the program at a total cost of \$10 million over the 2023-2028 period.

Uncertainty

Areas of uncertainty in this estimate include identifying the conditions under which CISA would activate the reserve. S. 885 would provide CISA broad latitude for making that determination. Although CBO expects that the agency would use the full number authorized under the bill, if fewer than 30 reservists were activated at any time, the budgetary effects would be proportionately smaller than estimated.



Mandates

S. 885 would impose intergovernmental and private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) on public and private-sector employers of activated members of the Civilian Cybersecurity Reserve. The bill would require the Department of Labor (DOL) to prescribe antidiscrimination and employment protections at least as stringent as those in the Uniformed Services Employment and Reemployment Rights Act. That act requires employers to provide employees with the same benefits, pay, and seniority when returning from deployment that they would have received had they not been away. The act also requires employers to treat workers on active military duty as furloughed employees or as employees on a leave of absence, entitling them to any compensation or benefits otherwise available to them in that status.

The cost of the mandate would be the cost to the employers that provide the benefits as well as the cost of any other protections DOL requires. Although the mandate's ultimate cost would depend on those regulations, the bill limits the number of activated reservists to 30 at a time. Therefore, CBO estimates, the cost to employers would be small and well below the annual thresholds established in UMRA for intergovernmental and private-sector mandates (\$99 million and \$198 million in 2023, respectively, adjusted annually for inflation).

Estimate Prepared By

Federal Costs: Aldo Prosperi

Mandates: Brandon Lever

Estimate Reviewed By

David Newman

Chief, Defense, International Affairs, and Veterans' Affairs Cost Estimates Unit

Kathleen FitzGerald

Chief, Public and Private Mandates Unit

Chad Chirico

Deputy Director of Budget Analysis

Estimate Approved By

Phillip L. Swagel

Director, Congressional Budget Office