

DHS INTELLIGENCE ROTATIONAL ASSIGNMENT PROGRAM
AND LAW ENFORCEMENT SUPPORT ACT

NOVEMBER 12, 2025.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. GARBARINO, from the Committee on Homeland Security,
submitted the following

R E P O R T

[To accompany H.R. 2212]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security, to whom was referred the bill (H.R. 2212) to amend the Homeland Security Act of 2002 to establish the Intelligence Rotational Assignment Program, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

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The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “DHS Intelligence Rotational Assignment Program and Law Enforcement Support Act”.

SEC. 2. DEPARTMENT OF HOMELAND SECURITY INTELLIGENCE ROTATIONAL ASSIGNMENT PROGRAM.

Section 844 of the Homeland Security Act of 2002 (6 U.S.C. 414) is amended by adding at the end the following new subsection:

“(b) OFFICE OF THE DIRECTOR OF NATIONAL INTELLIGENCE (ODNI) INTELLIGENCE COMMUNITY CIVILIAN JOINT DUTY PROGRAM.—The Secretary shall require all components of the Department that are members of the DHS Intelligence Enterprise to participate in the ODNI Intelligence Community Civilian Joint Duty Program in a manner consistent with the policies established by the Director of National Intelligence for the Program.”.

PURPOSE AND SUMMARY

H.R. 2212, the “DHS Intelligence Rotational Assignment Program and Law Enforcement Support Act,” requires the Department of Homeland Security (DHS) to participate in the Intelligence Community Civilian Joint Duty Program.

BACKGROUND AND NEED FOR LEGISLATION

More than two decades after the September 11, 2001, terrorist attacks on the United States, the terrorist threat remains in the homeland and abroad. Our national security relies on the ability to share the right information with the right people at the right time.

Rotational programs can assist agencies in interagency collaboration and efficient intelligence sharing, while strengthening employee education and career development. One of the programs available to intelligence analysts at DHS includes the Intelligence Community Civilian Joint Duty Program.¹ This program was established in response to the Intelligence Reform and Terrorism Prevention Act, signed into law nearly two decades ago on December 17, 2004.² Currently all DHS components who are members of the DHS Intelligence Enterprise (e.g. U.S. Customs and Border Protection (CBP), Federal Emergency Management Agency (FEMA), United States Immigration and Customs Enforcement (ICE), U.S. Citizenship and Immigration Services (USCIS), Transportation Security Administration (TSA), etc.) may voluntarily participate in the Intelligence Community Civilian Joint Duty Program, which provides developmental assignments that give DHS employees opportunities to broaden their skills, gain organizational knowledge, and enhance their professional growth. However, participation in this program has been modest.

Concerningly, in 2017, the inspectors general of the Intelligence Community, DHS, and Department of Justice completed a report entitled, “Review of Domestic Sharing of Counterterrorism Information,” that noted the DHS Intelligence Enterprise was not as effective and valuable as it could be.³ This was attributed to a lack of unity throughout the DHS Intelligence Enterprise, citing: (1) various staffing issues within DHS’s Office of Intelligence & Anal-

¹ ODNI, <https://www.odni.gov/index.php/careers/127-dni/careers/1559-joint-duty> (last visited Sept. 9, 2025).

² P.L. 108–458 (2004).

³ Joint Report by the Intelligence Community Inspectors General of the Department of Homeland Security and the Department of Justice, Review of Domestic Sharing of Counterterrorism Information, https://www.dni.gov/files/documents/Newsroom/Domestic_Sharing_Counterterrorism_Information_Report.pdf.

ysis; (2) problems with the review and approval process of internal intelligence products; and (3) issues accessing classified systems and locations. These challenges continue to exist, in which the sharing of counterterrorism information among law enforcement agencies, and within DHS could be improved. The report further stated that “the DHS Intelligence Enterprise was fragmented, with elements operating independently and with few repercussions or incentives to coordinate better outside of actual events.”⁴

To address these challenges, this legislation requires DHS employees to utilize the Intelligence Community Civilian Joint Duty Program to foster an environment of information-sharing, inter-agency cooperation and intelligence integration across the DHS Intelligence Enterprise—necessary in protecting the homeland.

HEARINGS

The Committee has not held a hearing that guided the development of this legislation in the 119th Congress.

COMMITTEE CONSIDERATION

The Committee met on September 3, 2025, a quorum being present, to consider H.R. 2212 and ordered the measure to be favorably reported to the House, as amended, by a recorded vote of 22 yeas to 0 nays.

COMMITTEE VOTES

Clause 3(b) of rule XIII requires the Committee to list the recorded votes on the motion to report legislation and amendments thereto.

The vote was as follows:

⁴ Id.

COMMITTEE ON HOMELAND SECURITY 119 TH CONGRESS		
Date: September 3, 2025		
Roll Call Vote No. 53		
Ordering H.R. 2212 to be favorably reported to the House, as amended		
Yeas		Nays
X	Mr. McCaul, Texas	
X	Mr. Guest, Mississippi	
X	Mr. Gimenez, Florida	
X	Mr. Pfluger, Texas	
	Ms. Greene, Georgia	
X	Mr. Gonzales, Texas	
X	Mr. Luttrell, Texas	
	Mr. Strong, Alabama	
X	Mr. Brecheen, Oklahoma	
X	Mr. Crane, Arizona	
X	Mr. Ogles, Tennessee	
X	Mrs. Biggs, South Carolina	
X	Mr. Evans, Colorado	
X	Mr. Mackenzie, Pennsylvania	
	Mr. Knott, North Carolina	
X	Mr. Thompson, Mississippi, Ranking Member	
	Mr. Swalwell, California	
	Mr. Correa, California	
X	Mr. Thanedar, Michigan	
	Mr. Magaziner, Rhode Island	
X	Mr. Goldman, New York	
X	Mrs. Ramirez, Illinois	
X	Mr. Kennedy, New York	
X	Mrs. McIver, New Jersey	
X	Ms. Johnson, Texas	
X	Mr. Hernández, Puerto Rico	
	Ms. Pou, New Jersey	
X	Mr. Carter, Louisiana	
	Mr. Green, Texas	
X	Mr. Garbarino, New York, Chairman	
22	TOTAL	0

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII, the Committee advises that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X, are incorporated in the descriptive portions of this report.

CONGRESSIONAL BUDGET OFFICE ESTIMATE, NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

With respect to the requirements of clause 3(c)(2) of rule XIII and section 308(a) of the Congressional Budget Act of 1974, and with respect to the requirements of clause 3(c)(3) of rule XIII and section 402 of the Congressional Budget Act of 1974, the Committee adopts as its own the estimate of any new budget authority, spending authority, credit authority, or an increase or decrease in revenues or tax expenditures contained in the cost estimate prepared by the Director of the Congressional Budget Office.

H.R. 2212, DHS Intelligence Rotational Assignment Program and Law Enforcement Support Act			
As ordered reported by the House Committee on Homeland Security on September 3, 2025			
By Fiscal Year, Millions of Dollars	2026	2026-2030	2026-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 2212 would require all agencies within the Department of Homeland Security (DHS) that conduct intelligence activities to participate in the Intelligence Community Civilian Joint Duty Program. That program allows intelligence analysts to work temporarily at different agencies within the intelligence community, including the Department of State, the Department of Defense, and the Department of Energy. Under current law, only the Coast Guard and DHS's Office of Intelligence and Analysis participate in the program. The bill would expand the program to include other agencies within DHS, including the Transportation Security Administration, Immigration and Customs Enforcement, Customs and Border Protection, and the Federal Emergency Management Agency.

CBO expects that DHS would need to update its policies and procedures to expand the current program. Based on the costs of similar activities, CBO estimates that implementing H.R. 2212 would

cost less than \$500,000 over the 2026–2030 period. Any related spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Jeremy Crimm. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act of 1995.

DUPLICATIVE FEDERAL PROGRAMS

Pursuant to clause 3(c) of rule XIII, the Committee finds that H.R. 2212 does not contain any provision that establishes or reauthorizes a program known to be duplicative of another Federal program.

STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XIII, the objective of H.R. 2212 is to amend the Homeland Security Act of 2002 to require the Department of Homeland Security to participate in the Intelligence Community Civilian Joint Duty Program.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with rule XXI, this bill, as reported, contains no congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(d), 9(e), or 9(f) of rule XXI.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

APPLICABILITY TO THE LEGISLATIVE BRANCH

The Committee finds that H.R. 2212 does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section provides the Act’s short title, the “DHS Intelligence Rotational Assignment Program and Law Enforcement Support Act.”

Section 2. Department of Homeland Security Intelligence Rotational Assignment Program

This section amends the Homeland Security Act of 2002 by directing the Secretary of Homeland Security to require all components in the DHS Intelligence Enterprise to participate in the Intelligence Community Civilian Joint Duty Program, as established by the Director of National Intelligence for the program.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (new matter is printed in italics and existing law in which no change is proposed is shown in roman):

HOMELAND SECURITY ACT OF 2002

* * * * *

TITLE VIII—COORDINATION WITH NON-FEDERAL ENTITIES; INSPECTOR GENERAL; UNITED STATES SECRET SERVICE; COAST GUARD; GENERAL PROVISIONS

* * * * *

Subtitle E—Human Resources Management

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SEC. 844. HOMELAND SECURITY ROTATION PROGRAM.

(a) **ESTABLISHMENT.**—

(1) **IN GENERAL.**—Not later than 180 days after the date of enactment of this section, the Secretary shall establish the Homeland Security Rotation Program (in this section referred to as the “Rotation Program”) for employees of the Department. The Rotation Program shall use applicable best practices, including those from the Chief Human Capital Officers Council.

(2) **GOALS.**—The Rotation Program established by the Secretary shall—

(A) be established in accordance with the Human Capital Strategic Plan of the Department;

(B) provide middle and senior level employees in the Department the opportunity to broaden their knowledge through exposure to other components of the Department;

(C) expand the knowledge base of the Department by providing for rotational assignments of employees to other components;

(D) build professional relationships and contacts among the employees in the Department;

(E) invigorate the workforce with exciting and professionally rewarding opportunities;

(F) incorporate Department human capital strategic plans and activities, and address critical human capital deficiencies, recruitment and retention efforts, and succession planning within the Federal workforce of the Department; and

(G) complement and incorporate (but not replace) rotational programs within the Department in effect on the date of enactment of this section.

(3) ADMINISTRATION.—

(A) IN GENERAL.—The Chief Human Capital Officer shall administer the Rotation Program.

(B) RESPONSIBILITIES.—The Chief Human Capital Officer shall—

(i) provide oversight of the establishment and implementation of the Rotation Program;

(ii) establish a framework that supports the goals of the Rotation Program and promotes cross-disciplinary rotational opportunities;

(iii) establish eligibility for employees to participate in the Rotation Program and select participants from employees who apply;

(iv) establish incentives for employees to participate in the Rotation Program, including promotions and employment preferences;

(v) ensure that the Rotation Program provides professional education and training;

(vi) ensure that the Rotation Program develops qualified employees and future leaders with broad-based experience throughout the Department;

(vii) provide for greater interaction among employees in components of the Department; and

(viii) coordinate with rotational programs within the Department in effect on the date of enactment of this section.

(4) ALLOWANCES, PRIVILEGES, AND BENEFITS.—All allowances, privileges, rights, seniority, and other benefits of employees participating in the Rotation Program shall be preserved.

(5) REPORTING.—Not later than 180 days after the date of the establishment of the Rotation Program, the Secretary shall submit a report on the status of the Rotation Program, including a description of the Rotation Program, the number of employees participating, and how the Rotation Program is used in succession planning and leadership development to the appropriate committees of Congress.

(b) *OFFICE OF THE DIRECTOR OF NATIONAL INTELLIGENCE (ODNI) INTELLIGENCE COMMUNITY CIVILIAN JOINT DUTY PROGRAM.—The Secretary shall require all components of the Department that are members of the DHS Intelligence Enterprise to participate in the ODNI Intelligence Community Civilian Joint Duty Program in a*

manner consistent with the policies established by the Director of National Intelligence for the Program.

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