

# Congress Set to Pass FY 2014 Funding – Would Avert Shutdown, Mute Sequestration

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The U.S. Congress is expected to pass an omnibus funding bill for the remainder of fiscal year (FY) 2014 that includes \$1 trillion in discretionary federal funds.

The Hill [reported](#) that H.R. 3547 passed the House and is now moving onto the Senate. The bill is a compromise measure in keeping with the budget agreement the two parties reached late in 2013. As such, the bill is set to increase total discretionary spending to \$1.102 trillion in FY 2014, an increase over the \$986 billion that was originally planned.

If the final bill passes the Senate and is signed by the President, as is expected at the time of this writing, another looming government shutdown will have been averted. Further, departments and agencies that have been coping with the limitations imposed under the “same stuff, different day” scenario that accompanies continuing resolutions (CR) will have real appropriations with operating budgets and more program flexibility, even if their budgets don’t necessarily grow.

## Year-over-Year Changes

The pending omnibus would, in one sweeping appropriations, address funding for each of the agencies covered under the twelve individual appropriations bills that traditionally make their way through Congress. Barring any unexpected changes in either chamber, a summary of the appropriation’s impact on departmental budgets is presented in the table below and following descriptions.

Department/Agency	FY 2013 (Enacted)	FY 2014 (Request)	FY 2014 (Omnibus)
Defense	\$568.5B	\$605.5B	\$572.0B
Health and Human Services	N/A	\$78.3B	\$80B (approx.)
Education	\$71.3B	\$71.2B	\$70.6B
Veterans Affairs	\$60.9B	\$63.5B	\$63.2B
State & USAID	\$44.7B	\$48.1B	\$49B
Homeland Security	\$39.6B	\$39B	\$39.3B
Housing and Urban Development	\$33.5B	\$33.1B	\$32.8B
Justice	\$27.4B	\$27.6B	\$27.4B
Energy	\$26.9B	\$28.4B	\$24.5B
Agriculture	\$20.5B	\$21.5B	\$20.9B
Transportation	\$17.9B	\$16.3B	\$17.8B
NASA	\$17.5B	\$17.7B	\$17.7B
Labor	\$12.4B	\$12.1B	\$12B
Treasury	\$12.2B	\$12.9B	\$11.9B
Interior	\$10.5B	\$11.7B	\$11.7B
Commerce	\$8.1B	\$8.6B	\$8.2B

Source: House and Senate Appropriations Committees

## Department of Defense

Total FY 2014 funding is set at \$572B and includes \$487B in base budget and \$85B for OCO.

- Military Personnel (MILPERS) - \$129B, up \$1.3B from FY 2013. Includes 1% pay raise for armed forces and civilian workforce, the first civilian raise in 4 years.
- O&M - \$160B, down \$13.6B from FY 2013. Priority on essential readiness programs, including \$447M for CYBERCOM
- Procurement - \$92.9B, down \$7.5B from FY 2013 enacted level.
- RDT&E - \$63B, \$6.9B below FY 2013
- Military Construction (MILCON) - \$9.8B, a decrease of \$817M from FY 2013
- These budget categories (MILPERS, etc.) are split and aggregate across the four defense areas as follows:
  - Air Force - \$133B, Army - \$117B, Navy/Marine Corps - \$144B, Defense-wide - \$57B
- Identifiable OCO spending breaks out as follows:
  - Air Force - \$16.5B, Army - \$40B, Navy/Marine Corps - \$14B, Defense-wide - \$7.4B
- Includes a 1% pay raise to members of the Armed Forces and the Department of Defense civilian workforce. This is the first pay raise for Department of Defense civilians in 4 years.
- Supports readiness with O&M funding that is \$11B higher than under a full-year CR.
- Provides \$1B billion for the National Guard and Reserve Equipment Account to ensure Guard and Reserve units have the critical equipment necessary for both homeland security and overseas missions.
- Includes \$2.4B to continue operation and begin modernization of nine Navy ships which had been proposed for retirement due to budget constraints
- Adds \$175M for the Rapid Innovation Program and \$75M for the Industrial Base Innovation Fund to promote the development of new technologies and timely fielding of critical equipment.
- Instead of across-the-board sequestration cuts, the bill proposes 1,065 specific cuts to programs and redirects some of those funds

- to higher priorities.
- Translates delays in acquisition programs into spending deferrals and reductions, including:
  - \$204M from the Army's Warfighter Information Network-Tactical Increment II due to test issues
  - \$85M from the Air Force's Space Fence radar system due to acquisition delays
  - \$45M from follow-on development of the Navy's E-2D Advanced Hawkeye aircraft due to contract delays.

### Health and Human Services

HHS funding is part of the broader Labor, Health and Human Services, and Education Appropriation which totals \$156.8 billion in discretionary funding, and the Agriculture Appropriation. We estimate the HHS portion of these appropriations to be \$80B. HHS highlights of the omnibus bill include the following:

- \$2.6B for FDA, \$217M above FY 2013
- \$3.7B for CMS management and operations, equal to the sequester level
- \$6.9B for the CDC, \$567 million above the FY 2013
- \$4.4B for the Indian Health Service, \$304M above the post-sequestration level
- \$29.9B for NIH, \$1B above FY 2013 post-sequester
- \$30.9B for ACF, \$782M above FY 2013 enacted level
- \$3.6B for SAMHSA, \$144M over FY 2013 enacted level
- \$8.6B for Head Start, a \$1B above the post-sequestration level
- \$2.36B for the Child Care and Development Block Grant, \$154M above FY 2013
- \$3.6B Community Health Centers (CHCs), a \$700 million increase
- \$2.3B HIV/AIDS Programs, a \$70M increase
- The bill provides no new funding for ObamaCare, and holds the line on ObamaCare funding in CMS.
- \$305 million for CMS to allow for the timely processing and payment of benefits, and the continuation of essential services for the increasing number of Americans who rely on traditional Medicare programs.

### Education

- \$250M for Race to the Top—Preschool Development to be used for grants to States
- \$11.5B for IDEA/Special Education
- \$14.4B for Title I/Disadvantaged Schools, a \$625M increase
- \$1.2B for 21st Century Community Learning Centers, an increase of \$58M
- \$1.3B for Impact Aid, an increase of \$65M
- \$22.8B for the Pell Grant program

### Veterans Affairs

VA funding is part of the broader Military Construction/Veterans Affairs Appropriations. VA's discretionary funding totals \$63.2B for FY 2014. VA highlights of the omnibus bill include the following:

- \$55.6B in FY 2015 advance appropriations for veterans medical care
- \$20M above the budget request to upgrade computer hardware, such as servers, in VA Regional Offices to handle the advanced program requirements of the Veterans Benefits Management System
- \$250M for rural health care, including telehealth and mobile clinics
- Mandates several requirements before the VA can obligate more than 25% of the funding for Vista electronic health record modernization
- \$4B in FY 2014 to meet the health care needs of veterans who have served in Iraq and Afghanistan
- \$4.9B to provide healthcare for women veterans in FY2014
- \$7.6B for Long Term Care
- \$586M for Medical and Prosthetic Research
- \$3.7B for Information Technology, \$20M over the request
- \$140M – an increase of \$20 million above the President's request and \$26 million above the fiscal year 2013 enacted level – for information technology upgrades at regional offices to manage the improved paperless claims processing system;
- \$250 million for rural health care, including telehealth and mobile clinics, for veterans in rural and highly rural areas, including Native American populations.
- Minor Construction within the VA is funded at \$715M – the same as the President's request and \$108 million above the fiscal year 2013 enacted level.

### State and International Programs

- \$49B includes \$6.5B for **Overseas Contingency Operations (OCO)** and \$15.7B in base and contingency funding for operational costs of the State Department and related agencies
- \$1.3B for **USAID operations**, of which \$91 million is for contingency funding

### Homeland Security

Overall FY 2014 discretionary spending for DHS is \$39.3B, a reduction of \$336 million from the FY 2013 enacted level.

- **Coast Guard:** \$10.2B overall, of which \$8.7B is discretionary spending. The bill also provides \$425 million in targeted increases above the FY 2014 request to support front line personnel with resources, including \$23 million and \$2 million respectively for pre-acquisition design work of the Offshore Patrol Cutter and for initial acquisition planning and design of a new polar icebreaker.
- **Transportation Security Administration (TSA):** \$7.4B for TSA is reduced by \$2.1B in offsetting collections and fees. The bill includes funding for investments in explosives detection systems, passenger screening technologies, and air cargo security. The bill includes \$177 million for passenger screening technologies, \$93 million for Secure Flight, which matches passenger data against records contained in portions of the Terrorist Screening Database, \$83 million for expedited and other vetting programs, and \$25 million for the Federal Flight Deck Officer and Flight Crew Training program.
- **U.S. Customs and Border Protection (CBP):** \$10.6B, which adds \$111 million above the FY 2013 enacted level. Adds \$91 million above the budget request for Air and Marine operations and procurement of critical assets, including enhanced radar for unmanned aircraft systems and restoring the 30% cut to flight hours proposed in the budget. Adds \$10 million for trusted traveler programs, including additional Global Entry kiosks and mobile document readers, expanding preclearance activities, and for border transformation programs like the land border integration effort and the port runner/absconder program.
- **U.S. Immigration and Customs Enforcement (ICE):** \$5.6B for ICE, of which \$2.8B is for detention and removal operations, including border patrol, special agents and immigration officials.
- **United States Citizenship and Immigration Services (USCIS):** \$116 million in direct appropriations for USCIS and with \$114 million, fully funds the E-Verify employment eligibility verification system.
- **United States Secret Service:** \$1.6B, expands cyber training provided by the Secret Service to state and local law enforcement officials, grows cooperation between the Secret Service and the FBI in cybersecurity, and maintains the Service's primary role in protecting U.S. financial systems in cyberspace.
- **Domestic Nuclear Detection Office (DNDO):** \$285 million, including \$14 million for handheld portable radiation detectors, \$71 million for research and development of next-generation detection technologies, and \$22 million for the Securing the Cities program.
- **National Protection and Programs Directorate (NPPD):** \$1.2B for the Infrastructure Protection and Information Security Program, including \$792 million for cybersecurity protection of Federal networks and incident response, consisting in part of:
  - \$382 million for intrusion detection on civilian Federal networks
  - \$200 million to build on a new monitoring and diagnostics program begun in 2013 to better protect civilian Federal networks against threats through real time analysis of day-to-day activity
  - \$15.8 million for cybersecurity education to train future cyber warriors
- **Science and Technology (S&T):** \$1.2B, sustains investment in high-priority research and development efforts, including \$404 million in funding for the construction of the National Bio- and Agro-Defense Facility (NBAF).

- **Office of Health Affairs (OHA):** \$127 million, including \$85 million for the Bio-Watch Program and \$2 million to complete demonstration projects through the Chemical Defense Program.

## Housing and Urban Development

- HUD's operating budget declines this year as FY 2014 discretionary funding of \$32.8B represents a 2% decrease from the FY 2013 enacted level of \$33.5B.
- Funding includes:
  - \$26.3B for Public and Indian Housing (increase of \$411M from FY 2013 enacted and \$1.5B below FY 2014 request)
  - \$10.5B for Housing Programs (\$561M above FY 2013 enacted and \$381M below FY 2014 request)
  - \$6.6B for Community Planning and Development Programs (\$145M less than FY 2013 enacted)
- Provisions of Interest
  - \$36M for the HUD OCIO.
  - \$250M for development, modernization, enhancement and maintenance of Department-wide and program-specific IT programs.

## Justice

- Bolsters resources for DOJ capabilities to counter growing cyber threats. Within 120 days of enactment, DOJ is to provide a multiyear strategic plan that identifies resources, programs and coordination structures need to enable prevention of and more rapid response to future cyber attacks.
- **Justice Information Sharing Technology (JIST):** \$25.8 million in funding for JIST, as well as enabling the Attorney General to transfer funds to this account from funds available to DOJ for enterprise-wide IT initiatives.
- **National Security Division (NSD):** \$91.8 million for the NSD, including funds to support the Intelligence Community to combat cyber threats at with resources that at least match FY 2013 levels.
- **Federal Bureau of Investigation (FBI):** Receives \$8.3 billion, an increase of \$232 million over FY 2013 enacted levels.
  - \$8.2 billion for salaries and expenses of the FBI.
  - \$390.0 million in resources to continue support its Next Generation Cyber Initiative and cyber task forces
  - The FBI is expected to increase resources for the National Instant Criminal Background Check System (NICS) by \$60,000,000 to expand capacity of NICS to meet rising demand for system resources.
- **Drug Enforcement Administration (DEA):** \$2.4 billion, marking a rise of \$21 million over FY 2013 levels.
- Includes \$361.0 million for regulatory and enforcement efforts to combat prescription drug abuse.
- **Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF):** \$1.18 billion, an increase of \$47 million over FY 2013 enacted.
- Includes resources for the updating and expanding of the National Integrated Ballistic Imaging Network (NIBIN).
- **U.S. Marshals Service:** \$2.7 billion, marking a decrease of \$72 million from FY 13 due to reduced estimates for federal detention requirements.
- **Federal Prison System (BOP):** \$6.9 billion, an increase of \$79 million above FY 2013 enacted.
- Maintains staffing levels and continues activation of new prisons.
- **Grants Program:** \$2.2 billion for various state and local grant programs, \$32 million above FY 2013 enacted level.
- **State and Local Law Enforcement Assistance:** \$1.17 billion for initiatives including victims of human trafficking, DNA grants, Byrne-Justice Assistance Grant (JAG) subgrantees, as well as National Instant Criminal Background Check System (NICS) Initiative grants.

## Energy

- **National Nuclear Security Administration (NNSA):** Receives \$11.2 billion to maintain the safety, security, and readiness of the nation's nuclear weapons stockpile.
  - Increases funding for Weapons Activities by \$847 million over FY 2013, providing \$7.845 billion in FY 2014.
  - Critical defense funding upholds national nuclear deterrence posture.
  - Includes \$537 million to extend the life of the B61 nuclear bomb.
- **Energy Programs:** Increases funding for energy programs to \$10.2 billion, a \$620 million rise over FY 13 enacted levels.
  - Including:
    - \$562 million for research and development to advance coal, natural gas, oil, and other fossil energy technologies. (\$28 million above FY13 enacted level)
    - \$889 million for nuclear energy research and development to further next generation of nuclear power. (\$36 million over the FY13 enacted level.)
  - **Science Research:** Office of Science receives \$5.071 billion (\$450 million over FY 2013) for breakthroughs in energy applications and development of next-generation high performance computing systems.
  - Provides \$280 million for **Advanced Research Projects Agency-Energy (ARPA-E)**, an increase of \$29 million over FY 2013, to develop promising/high-risk future energy technologies.
  - **Energy and Efficiency and Renewable Energy (EERE)** programs receive \$1.9 billion, an increase of \$182 million over FY 2013, to advance biomass, electric vehicle, and energy efficient advanced manufacturing technologies.
  - **Defense Environmental Cleanup** receives \$5.0 billion, an increase of \$381 million above FY 2013.
  - Cuts funding for Nuclear Nonproliferation by \$289 million from FY 2013, providing \$1.954 billion for FY 2014.
  - Provides \$147 million for Electricity Delivery and Energy Reliability, including \$5 million within Cyber Security for Energy Delivery Systems to enhance full-scale electric grid testing capabilities associated with integration of wireless technologies, power generation, and communications and control systems.

## Agriculture

- USDA's operating budget is a winner this year as FY 2014 discretionary funding of \$20.9B represents a 2% increase over the FY 2013 enacted level of \$20.5B.
- Funding includes:
  - \$5.5B for the Forest Service
  - \$2.6B for Agriculture Research
  - \$292.8M for the Forest Service
  - \$828M for the Animal and Plant Health Inspection Service
  - \$1.5B for the Farm Service Agency
  - \$2.4B for Rural Development (\$180M above FY 2013 enacted level)
  - \$1B for the Food Safety and Inspection Service (\$19M below FY 2013 enacted level)
  - \$2.6B for the Food and Drug Administration (Restores \$85M in fee revenue lost dues to sequestration)
  - \$215M for the Commodity Futures Trading Commission (\$100M below President's 2014 Request)
  - \$826M for the Natural Resources Conservation Service
- Provisions of Interest
  - Budget contains requirements for the Secretary of Agriculture to eliminate waste, fraud, and abuse in the Supplemental Nutrition Assistance Program.
  - Makes cuts to lower-priority programs.
  - Provides \$44M for the USDA OCIO, no less than \$27M of which is to be spent on USDA cybersecurity requirements.
  - Provides \$4.2M for APHIS' IT infrastructure.
  - Increases CIO governance over IT expenses, requiring the CIO to approve of any investment greater than \$25K before the investment is made.
  - Stipulates no new IT system or upgrade of current systems may be acquired without OCIO and Executive IT Investment Review Board approval.

## Transportation

- DOT's operating budget is flat this year as FY 2014 discretionary funding of \$17.8B represents a 0.5% decrease from the FY 2013 enacted level of \$17.9B.
- Funding includes:
  - \$41B for the Federal Highway program (same level authorized in the MAP-21 transportation authorization legislation that expires on September 30, 2014); an increase of \$557M from FY 2013 enacted

- \$12.4B for the Federal Aviation Administration (\$168M below FY 2013 enacted);
- \$1.6B for the Federal Railroad Administration (decrease of \$34.6M from FY 2013 enacted)
- \$2.15B for the Federal Transit Administration (decrease of \$100M from FY 2013 enacted)
- \$819M in mandatory and discretionary funding for the National Highway Traffic Safety Administration (increase of \$8.9M over FY 2013 enacted)
- \$585M for the Federal Motor Carrier Safety Administration (increase of \$24M above FY 2013 enacted)
- \$12.8M increase over the FY 2013 level for the Pipeline and Hazardous Materials Safety Administration
- Provisions of Interest
  - Funding for FAA NextGen investments is preserved.
  - \$15.7M for the DOT OCIO.
  - \$7M for upgrading and enhancing the DOT's financial systems and re-engineering business processes.
  - \$4.45M for cybersecurity initiatives.

## NASA

- Preserves balance of NASA portfolio across science, aeronautics, technology and human space flight.
- **Asteroid Redirect Mission (ARM):** Completion of significant preliminary activities is needed prior to NASA and Congress making long-term commitment to this mission concept.
- **Science:** Funding totals \$5.15B, including Education and Public Outreach, Earth Science, Planetary Science, Astrophysics, and Heliophysics.
  - Prior to expending any funds on the development of JPSS climate sensors, NASA is to prepare development plans with notional budget and schedule details for submission to the Appropriations Committee.
  - Under Planetary Science, Mars Exploration receives \$288 million, including \$65 million for the development of the Mars 2020 Rover.
- **Aeronautics:** Funding amounts to \$566 million.
- **Space Technology:** Funding totals \$576 million.
- **Exploration:** \$4.1 billion for Exploration mission directorate, including Multi-Purpose Crew Vehicle and Space Launch System programs.
  - \$1.6 billion is provided for the Space Launch System (SLS) to sustain core development of mission components. Due to concerns regarding diversion of funds for activities with only tangential relevance to the SLS, NASA is expected to complete quarterly spending reports on additional potential for the investment along with tracking milestones and development schedules.
  - \$1.2 billion is provided for the Orion Multi-Purpose Crew Vehicle, including \$3 million for Construction and Environmental Compliance and Restoration.
- **Space Operations:** \$3.8 billion for Space Operations, including strong support for the International Space Station (ISS).
- **Cross Agency Support:** \$2.8 billion in Cross Agency Support funds security, infrastructure, and reports.
- **Office of Inspector General** to receive \$37.5 million.
- Administrative Provisions include establishing terms and conditions for the transfer of funds.

## Labor

- \$2.6B for Job Training through for Workforce Investment Act Grants to States, an increase of \$121M
- \$80M for Unemployment Insurance (UI) Program Integrity, an increase of \$16M
- \$10.4B for the Employment Training Administration, a decrease of \$562M from FY 2013 enacted level
- \$1.7B for the Office of Job Corps
- \$269.5M for Veterans Employment and Training Service (VETS)

## Treasury

- \$112M for the FinCEN (Financial Crimes Enforcement Network ), \$7M above a FY 2014 full-year CR level
- \$226M for the Community Development Financial Institutions Fund (CDFI), \$17M above a FY 2014 full-year CR level
- \$11.3B for IRS
- \$35M Treasury Inspector General, a \$7M increase
- \$156.4M Treasury Inspector General for Tax Administration, a \$12.6M above a FY 2014 full-year CR level
- \$92M to help address identity theft and refund fraud, combat offshore tax evasion, and improve delivery of services to taxpayers.
- The bill includes no additional funding for ObamaCare
- \$3M available until 9/30/15 for IT modernization requirements
- Up to \$250M available until 9/30/15 for IT support
- \$313M available until 9/30/16 for capital asset acquisition of IT systems, including management and related contractual costs for business systems modernization.

## Interior

- \$954 million for the **Bureau of Reclamation's** Water and Related Resources, \$106 million over FY 2013.
- **Bureau of Land Management (BLM):** Funded at \$1.1 billion, marking an increase of \$7 million above FY 2013 enacted. Provides for effective stewardship of public lands.
- **National Park Services (NPS):** \$2.6 billion, an increase of \$28.5 million over FY 2013 enacted. Allows every national park to remain open for the duration of FY 2014.
- **U.S. Forest Service:** \$5.5 billion, including increases for wildfire fighting and management.
- **United States Geological Survey (USGS):** Provides \$1.03 billion for Surveys, Investigations, and Research, including an increase of \$400,000 for data preservation.
- **American Indian and Alaska Native Programs:** Provides funding for health care, law enforcement, and education.
  - **Indian Health Services:** Receives \$4.3 billion in funding, an increase of \$78 million over FY 2013 enacted levels.
  - **Bureau of Indian Affairs and Education:** Provides \$2.5 billion in funding, an \$18 million increase over FY 2013 enacted levels.
- **U.S. Fish and Wildlife Service (FWS):** \$1.4 billion, a decrease of \$32 million from the FY 2013 enacted levels. This funding provides for compensating ranchers for livestock loss, stopping spread of mussel and fish varieties, and species conservation.
- Fully funds request for information technology management.

## Commerce

- **National Oceanic and Atmospheric Administration (NOAA):** \$5.3 billion, marking an increase of \$310 million over the FY 2013 enacted levels.
  - Including \$953.6 million for the National Weather Service as well as \$187.1 million for the National Environmental Satellite, Data and Information Service (NESDIS) operations, research, and facilities.
  - Fully funds NOAA's weather satellite programs (GOES-R and JPSS). Although NOAA is expected to focus on the weather satellite program and to better address gaps in its FY 2015 budget, NOAA will continue to provide quarterly updates to the Committees on Appropriations regarding its weather satellite portfolio.
- **Bureau of Census:** \$945.0 million, including \$693.0 million for periodic censuses and programs.
- **United States Patent and Trademark Office (USPTO):** \$3.0 billion, marking an increase of \$91 million over FY13.
  - Maintains provision that USPTO makes available any fees collected in excess of estimates.
  - Adopts language from the House and Senate reports for Patents End-to-End. USPTO will submit a report to the Committees on Appropriations within 90 days of the Act's enactment.
- **National Institute of Standards and Technology (NIST):** \$850 million for NIST, increase of \$41 million over FY13 enacted, including \$651.0 million for NIST's scientific and technical core programs.
  - Increase of \$5.0M for cyber security research. Increase of \$1.0M for disaster resilience research.
  - \$4.0M for the National Initiative for Cybersecurity (NICE) Program.
  - \$15.0M for the National Cybersecurity Center of Excellence.
  - \$16.5M to maintain the current operating level for the National Strategy for Trusted Identities in Cyberspace (NSTIC).
- **International Trade Administration (ITA):** \$470.0 million in total resources, offset by \$9.4 million in estimated fee collection.
- **Bureau of Industry and Security (BIS):** \$101.5 million for operations and administration.

- **Economic Development Administration (EDA):** \$246.5 million for programs, including \$209.5 million for Economic Development Assistance Programs.
- **Minority Business Development Agency:** Receives \$28.0 million in funding.
- **Economic and Statistical Analysis:** Provides \$99.0 million in funding.
- **Working Capital Fund:** Rather than supporting the level requested for the WCF, the Commerce Department is expected to submit a list of transfers to and activities funded from the WCF along with its 2014 spending plan. The agreement supports the plan to establish the Enterprise Security Operations Center from the WCF.

Fellow GovWin Federal Industry Analysis (FIA) analysts Kyra Fussell, Angela Petty, and Alex Rossino contributed to this entry.

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