Congressional Budget Justification
Fiscal Year 2025
Privacy and Civil Liberties Oversight Board
Congressional Budget Justification
Fiscal Year 2025
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**PROPOSED FISCAL YEAR 2025 APPROPRIATIONS LANGUAGE**

“For necessary expenses of the Privacy and Civil Liberties Oversight Board, as authorized by section 1061 of the Intelligence Reform and Terrorism Prevention Act of 2004 (42 U.S.C. 2000ee), $14,400,000, to remain available until September 30, 2026 (Financial Services and General Government Appropriations Act, The Consolidated Appropriations Act).”
EXECUTIVE SUMMARY

The Privacy and Civil Liberties Oversight Board (PCLOB) requests $14.4 million for its Fiscal Year (FY) 2025 Budget Request. The FY 2025 Budget Request, which includes an increase of $15,000 (or 0.1%) over the FY 2024 request of $14.385 million, would allow the PCLOB to continue building upon its significant mission-related and operational accomplishments.

The PCLOB is an independent agency within the executive branch, established in its current form by the Implementing Recommendations of the 9/11 Commission Act of 2007,1 with a mission to ensure that the federal government’s efforts to prevent terrorism are balanced with the need to protect privacy and civil liberties. The agency is headed by a bipartisan, five-Member Board, whose Members are selected based on their expertise in counterterrorism, intelligence, privacy, civil liberties, and technology. The PCLOB conducts oversight and provides advice regarding executive branch regulations, policies, procedures, and activities related to efforts to protect the nation from terrorism.

In FY 2023, the PCLOB has continued to work on several active items and issues including:

- Oversight of the surveillance program operated pursuant to Section 702 of the Foreign Intelligence Surveillance Act (FISA);
- Development of a report on government efforts to address foreign racially motivated violent extremist organizations;
- Oversight of the government’s actions to combat domestic terrorism;
- Advice on intelligence agencies’ new procedures pursuant to Executive Order 14086 on Enhancing Safeguards for United States Signals Intelligence Activities;
- A review of the Terrorist Watchlist;
- Oversight of the FBI’s use of open-source information;
- A review of the National Counterterrorism Center’s access to and handling of datasets containing non-terrorism information;
- An examination of the use of facial recognition in aviation security;
- An artificial intelligence and machine learning working group; and
- An emerging technologies workstream.

In line with the agency’s strategic goal of enhancing the PCLOB’s institutional strength and capacity, the agency has also intensified its efforts to recruit and retain a stronger and more

diverse workforce through increased recruiting and hiring endeavors; and the development and implementation of new recruiting and retention incentive plans.

Further, PCLOB has taken initial steps to assess and update the agency’s work environment plan, in accordance with the Office of Management and Budget (OMB) Memorandum 23-15, Measuring, Monitoring, and Improving Organizational Health and Organizational Performance in the Context of Evolving Agency Work Environments (M 23-15). By doing so, PCLOB hopes to improve the agency’s organizational health and performance as well as the agency’s mission delivery in the wake of the COVID-19 public health emergency.

CURRENT MEMBERS OF THE BOARD

Chair Sharon Bradford Franklin, confirmed to a term ending January 29, 2024\(^2\).
Board Member Edward W. Felten, confirmed to a term ending January 29, 2025.
Board Member Travis LeBlanc, confirmed to a term ending January 29, 2028.
Board Member Beth A. Williams, confirmed to a term ending January 29, 2026.

\(^2\) Continuing to serve on a one-year extension pursuant to Section 6801 of Public Law No. 117-263.
VISION, MISSION, AND VALUES

VISION

A nation that counters terrorism while safeguarding privacy and civil liberties.

MISSION

The PCLOB provides advice and conducts oversight to ensure that efforts by the executive branch to protect the nation from terrorism are appropriately balanced with the need to protect privacy and civil liberties.

VALUES

Four key values guide the PCLOB’s work:

Integrity – As an agency whose power lies in its persuasiveness, the PCLOB strives to preserve its reputation for independence, integrity, and credibility. The PCLOB approaches its activities with objectivity and good faith. The PCLOB strives to treat executive branch agencies and other outside parties with evenhandedness and respect and to evaluate a wide range of data, viewpoints, and considerations.

Transparency – The PCLOB aims to foster understanding of the impact of efforts to protect the nation from terrorism on privacy and civil liberties. In addition, the PCLOB conducts its own activities responsibly and transparently to foster confidence in its management of authorities, resources, and information. The PCLOB promotes transparency by holding public hearings and issuing public reports, to the greatest extent that is consistent with the protection of classified information and applicable law, and by soliciting input from the public and outside experts.

Rigor – The PCLOB strives for the highest standard of quality in its analysis and recommendations. When examining government programs, the PCLOB takes care to understand those efforts in all their complexity. In assessing whether such efforts are consistent with the law and appropriately protect privacy and civil liberties, the PCLOB strives to be thorough and accurate, and to account for the impact of new and emerging technologies and institutional reforms. When recommending changes to those efforts, the PCLOB seeks to fully consider the foreseeable impact of its recommendations.

Equity – The PCLOB is committed to helping ensure that all persons are treated equally under the law, both as a component of protecting privacy and civil liberties, and in its own internal operations. Safeguarding privacy and individual liberties also involves treating people equitably, and with dignity and respect. In addition, the PCLOB endeavors to develop and implement internal policies and practices for its workforce that promote diversity, equity, inclusion, and accessibility.
BOARD HISTORY AND AUTHORITIES

The PCLOB was created on the recommendation of the National Commission on Terrorist Attacks Upon the United States (9/11 Commission). Through the Intelligence Reform and Terrorism Prevention Act of 2004, Congress created a Privacy and Civil Liberties Oversight Board within the Executive Office of the President. In 2007, through the Implementing Recommendations of the 9/11 Commission Act, Congress established the PCLOB in its current form as an independent agency within the executive branch.

The Board is comprised of a full-time Chair and four part-time Members, each appointed by the President, with the advice and consent of the Senate, to staggered six-year terms. The PCLOB’s statute requires that Members come from different political parties and be selected “on the basis of their professional qualifications, achievements, public stature, expertise in civil liberties and privacy, and relevant experience.” At present, the Board has a quorum of Members.

The PCLOB’s mission is to ensure that the executive branch’s efforts to protect the nation from terrorism are balanced with the need to protect privacy and civil liberties. Specifically, the PCLOB’s enabling statute, 42 U.S.C. § 2000ee, authorizes it to “analyze and review actions the executive branch takes to protect the Nation from terrorism, ensuring that the need for such actions is balanced with the need to protect privacy and civil liberties,” and to “ensure that liberty concerns are appropriately considered in the development and implementation of laws, regulations, and policies related to efforts to protect the Nation from terrorism.”

These purposes encompass two core functions: providing advice and conducting oversight.

Under the PCLOB’s advice function, executive branch agencies can consult with the PCLOB at an early stage in the development of legislation, policies, programs, guidelines, or regulations to ensure that privacy and civil liberties protections are appropriately considered in their design.

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5 Id. § 2000ee(d)(1).
In its oversight role, the PCLOB is charged with continually reviewing (1) regulations, policies, procedures, and practices within the PCLOB’s jurisdiction to ensure that privacy and civil liberties are protected; and (2) other actions within the PCLOB’s jurisdiction to ensure that those actions appropriately protect privacy and civil liberties and are consistent with governing laws, regulations, and policies regarding privacy and civil liberties.6

The PCLOB’s statute makes transparency an inherent part of its mission. Specifically, the PCLOB is required to inform the public about its work by holding public hearings, issuing public reports to the extent consistent with the protection of classified information and applicable law, providing semi-annual reports to the Congress, and appearing and testifying before Congress upon request.7

The PCLOB has additional functions, such as making recommendations, when appropriate, to other agency’s privacy and civil liberties officers regarding their activities and to coordinate their activities on relevant interagency matters.8 Congress has also identified the PCLOB as a source of recommendations for individuals to serve as amici curiae to the Foreign Intelligence Surveillance Court.9

The PCLOB also has designated roles under the following authorities:

- **Executive Order 13636, Improving Critical Infrastructure Cybersecurity**, issued in February 2013, calls upon multiple agencies to develop and implement a cybersecurity framework to minimize the risk of a cyberattack on critical infrastructure.10 Section 5 of the Executive Order requires the Department of Homeland Security (DHS) to consult with the PCLOB in preparing a report recommending ways to mitigate the privacy and civil liberties risks created by cybersecurity measures adopted under the order. That report must be reviewed on an annual basis and revised, as necessary.

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6 *Id.* § 2000ee(d)(2). The PCLOB is also charged with continually reviewing information-sharing practices within its jurisdiction.

7 *Id.* § 2000ee(d)(4), (f).

8 *Id.* § 2000ee(d)(3). In addition, the PCLOB may designate new departments, agencies, or elements of the executive branch for coverage by the requirements of Section 803. *See id.* § 2000ee-1(a).


• **Section 803 of the Implementing Recommendations of the 9/11 Commission Act of 2007 (Section 803)** requires certain executive branch departments, agencies, and elements to designate at least one senior official as a privacy and civil liberties officer (P/CL officer). 11 Each agency’s P/CL officer must issue semi-annual reports on the discharge of each of his or her functions under the statute. 12 These Section 803 Reports are to be submitted to the head of the P/CL officer’s agency, designated congressional committees, and the PCLOB. 13 These reports must be in unclassified form to the greatest extent possible. 14

• **Executive Order 14086, Enhancing Safeguards for United States Signals Intelligence Activities:** The administration issued this Executive Order in October 2022 to provide enhanced protection for privacy and civil liberties in signals intelligence as part of the new Data Privacy Framework to promote data transfers between the European Union (EU) and the United States. The Executive Order encourages PCLOB to take on several roles. In FY 2023, PCLOB provided advice regarding updated policies and procedures developed by intelligence agencies to provide enhanced safeguards pursuant to the executive order. The order also outlines roles for the PCLOB in assessing implementation of these procedures as well as in conducting annual reviews of the new redress process established by the order. The PCLOB will review agencies’ implementation of the procedures and conduct its first review of the new redress process in FY 2024.

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13 Id. § 2000ee-1(f)(1)(A).

14 Id. § 2000ee-1(f)(1)(B), (g)(1).
Fiscal Year 2025 Budget Justification Summary

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Funding Highlights

The PCLOB’s FY 2025 Budget Request is $14.4 million and aligns with PCLOB’s projected expenses required to successfully achieve the agency’s mission. This request, paired with an anticipated carryover of approximately $800 thousand from FY 2024’s Budget Request, would allow the PCLOB to sufficiently fund the agency’s anticipated operational expenses of $15.2 million.

PCLOB’s requested FY 2025 funding requirement can be attributed to several key factors:

- **New Oversight Roles and Responsibilities.** As noted above, Executive Order 14086 on Enhancing Safeguards for United States Signals Intelligence Activities creates several new roles for the PCLOB, which will be vital in ensuring the success of the new E.U.-U.S. Data Privacy Framework. The Framework is needed to ensure Trans-Atlantic data flows critical to trade between the United States and Europe, and PCLOB’s roles providing independent advice and oversight form an essential part of the Framework. PCLOB’s roles in reviewing implementation of intelligence agencies’ new procedures and in conducting oversight of the new redress mechanism will require additional staff and resources.

- **Recruitment and Retention Incentive Plans.** In another strategic move to enhance PCLOB’s workforce, the Board has approved a recruitment and retention incentive plan to attract candidates or retain employees deemed critical to the agency’s mission; without appropriate funding, this plan cannot be fully utilized, potentially leading to additional workforce attrition.

- **Total Workforce Increase.** In FY 2023, the Board approved an increase in the agency’s total number of employees to fulfill critical mission and operational requirements, an initiative only made possible with access to sufficient funding.
• **Continued Implementation of the Diversity, Equity, Inclusion, and Accessibility (DEIA) and Equity Action Strategic Plans.** Despite PCLOB’s small size and limited resources, the agency continues to work towards achieving its DEIA and Equity Action Plan goals, which require more resources as the programs mature.

**FISCAL YEAR 2025 JUSTIFICATION FOR RESOURCES AND ANTICIPATED PERFORMANCE**

The PCLOB’s FY 2025 Budget Request focuses on key capabilities and anticipated performance in the following areas:

• Providing effective, timely, and relevant advice regarding the protection of privacy and civil liberties in the development and implementation of legislation, regulations, and policies related to efforts to protect the nation against terrorism.

• Conducting effective oversight of executive branch authorities, policies, and activities related to efforts to protect the nation against terrorism to ensure appropriate protection of privacy and civil liberties.

• Offering insight on the effects of new and emerging technologies on the balance between government counterterrorism activities and privacy and civil liberties.

• Promoting transparency regarding PCLOB’s activities and issues within its jurisdiction to the extent consistent with the protection of classified information and applicable law.

• Building and strengthening relationships with agency P/CL officers and coordinating the activities of those officers on relevant interagency matters.

• Strengthening the PCLOB’s institutional capacity. This includes a continued focus on hiring and retaining highly qualified staff; maintaining robust cybersecurity; exercising effective fiscal management to ensure that taxpayers dollars are spent wisely; and pursuing the most efficient shared services provided by other federal agencies to achieve a better use of taxpayer dollars.

• Continued implementation of PCLOB’s FY 2022-2026 Strategic Plan, FY 2023-2026 DEIA Strategic Plan, and Equity Action Strategic Plan.
ACCOMPLISHMENTS AND ONGOING ACTIVITIES

Advice, Oversight, and Other Mission Activities

The PCLOB has continued to undertake a vigorous agenda to carry out its full set of statutory responsibilities.

Advice – The PCLOB is actively engaged in providing advice to other executive branch agencies. In FY 2023, the PCLOB continued to provide advice in response to requests from executive branch agencies for advice on matters within the PCLOB’s jurisdiction.

Feedback from executive branch agencies suggests that the PCLOB’s advice continues to be trusted and valued by the Intelligence Community and other agencies. For example, since 2016, the PCLOB has provided advice on every significant revision or issuance by an Intelligence Community element of its Attorney General-approved guidelines governing the handling of U.S. person information collected under Executive Order 12333, United States Intelligence Activities.

In FY 2023, consistent with Executive Order (EO) 14086, Enhancing Safeguards for United States Signals Intelligence Activities, the PCLOB reviewed and provided advice regarding updated policies and procedures developed by intelligence agencies to ensure enhanced privacy and civil liberties protection in connection with signals intelligence activities. In addition, PCLOB has provided advice to the Department of Justice regarding candidates to serve as judges for the new Data Protection Review Court created by the executive order.

Oversight – The PCLOB continues its work on oversight projects related to efforts to protect the nation against terrorism and will continue its robust oversight agenda in FY 2025. The PCLOB’s oversight docket will evolve by FY 2025, but at present, oversight projects include:

- The PCLOB has continued to examine Executive Branch policies and activities to counter domestic terrorism, with focus on two simultaneous and distinct workstreams: the impact on First Amendment rights and the impact on privacy and civil liberties of particular groups, such as those with shared racial, religious, political, or ideological affiliations.

- The PCLOB continued examining the surveillance program that the executive branch operates pursuant to Section 702 of the Foreign Intelligence Surveillance Act (FISA). PCLOB completed its oversight review of Section 702, and published its Report on the Surveillance Program Operated Pursuant to Section 702 of the Foreign Intelligence
Surveillance Act in September 2023, to inform public and congressional debate regarding reauthorization of the program. The goals of this oversight project have been: (1) to ensure that privacy and civil liberties are protected in the course of the executive branch’s use of its Section 702 authorities; and (2) to ensure that Congress and the public are able to appropriately assess and consider the program’s value and efficacy of protecting the nation’s security while producing useful intelligence. The PCLOB’s engagements with policymakers regarding reauthorization have continued into FY 2024. In December 2023, Congress enacted legislation to extend the Section 702 program’s authorization to April 2024, and Congress is expected to consider further legislation regarding the program early in calendar year 2024.

- The PCLOB has been reviewing the operation of the Terrorist Screening Database, commonly known as the Terrorist Watchlist (Watchlist), which contains information on known and suspected terrorists. PCLOB staff has maintained regular engagement with the Terrorist Screening Center (TSC), which manages the Watchlist. The TSC continues to provide PCLOB staff with updates on the 2022 Watchlist guidance issuance, renewal of major Watchlist privacy impact assessments, and other relevant privacy and civil liberties related Watchlist records. PCLOB is working to finalize recommendations regarding the Watchlist.

- The PCLOB is working to produce a report, per Section 824 of the Consolidated Appropriations Act of 2022, assessing the impacts on the privacy and civil liberties of Americans concerning the use or recommended use of any federal laws, regulations, and policies used to address significant threats to the United States and Americans associated with foreign racially motivated violent extremist organizations. The report will include recommendations on options to develop protections to mitigate such impacts.

- The PCLOB has been reviewing the National Counterterrorism Center’s (NCTC) access to and handling of datasets containing non-terrorism information and assessing whether NCTC’s policies and practices concerning such materials are consistent with governing laws, regulations, and policies and appropriately balance privacy and civil liberties interests with national security interests relating to counterterrorism. PCLOB is working to finalize recommendations for this project.

- In May 2023, PCLOB released a new Recommendations Assessment Report (RAR) discussing the status of the government’s implementation of recommendations made by the Board in three prior reports: the Report on Section 215 and the Operation of the FISA Court (2014); the Report on Section 702 (2014); and the
Report on Presidential Policy Directive 28 (PPD-28)(2017). This is the first time that PCLOB has provided an overview of the status of recommendations made in PCLOB’s PPD-28 Report, which was publicly released in 2018.

- The PCLOB is working on several other projects as well, including examining activities related to data aggregation and access, the application of facial recognition technology in aviation security, and the FBI’s use of open-source data. These efforts comprise meetings and briefings (including telephone and virtual) and obtaining and reviewing relevant documents.

**Other Mission Activities** – The PCLOB’s authorizing statute instructs the PCLOB to advise covered agencies on their efforts to protect privacy and civil liberties and to coordinate those activities on relevant interagency matters. As such, the PCLOB has regular interactions with agency P/CL officers, promoting information sharing of privacy best practices, to include:

- Section 803 of the Implementing Recommendations of the 9/11 Commission Act of 2007 requires agencies’ P/CL officers to issue periodic reports about their activities to their respective agency heads, Congress, and the PCLOB. The PCLOB regularly receives and reviews Section 803 reports from federal departments and agencies. The PCLOB recently created a page on its website that includes copies of and/or links to agencies’ Section 803 reports. After extensive coordination with numerous other federal departments and agencies to create this page, PCLOB has enabled the public, for the first time, to find all of the Section 803 reports in one place.

- PCLOB is committed to ensuring that its work is available, relevant, and informative for the public, Congress, and other federal agencies. To foster a better understanding of the PCLOB’s mission and work, Board Members remain available to speak at events, including webinars, hosted by a variety of groups and organizations. In May 2022 and January 2023, the PCLOB held virtual public forums with both senior government officials and non-government experts on the issues of domestic terrorism and PCLOB’s oversight of Section 702 of the Foreign Intelligence Surveillance Act (FISA), respectively. Additionally, Chair Franklin and Member Williams testified before the House Judiciary Subcommittee on Crime and Federal Government Surveillance in April 2023 about FISA Section 702, and in September 2023, the PCLOB held a public event to release its Report on Section 702.

The PCLOB appreciates Congress’s continuing support of the agency and its mission.
**Operational Support**

The PCLOB must work diligently to maintain strong administrative, managerial, and organization capabilities, enabling the small agency to operate efficiently while recognizing solid accomplishments over its human resources and financial management, information technology, and security of agency data, personnel, and assets.

**Workforce** – The PCLOB seeks to ensure that its staff encompasses a broad range of professional backgrounds, including experience in intelligence, counterterrorism, privacy and civil liberties, oversight and investigations, and technology. At the beginning of the fourth quarter of FY 2023, the PCLOB had a total of 30 employees (1 full-time Chair, 4 part-time Board Members, and 25 staff members).

To enhance the agency’s institutional strength and capacity and address identified recruitment and retention issues, the PCLOB has boosted its recruiting efforts to fill vacancies and hire for new positions identified as critical to mission and operational success. Additionally, PCLOB implemented an employee recruitment and retention plan to further assist in hiring and retaining highly qualified staff critical to the mission.

The PCLOB’s workforce continues to support the President’s efforts to advance equity, civil rights, racial justice, and equal opportunity for all, both internally for PCLOB’s workforce and as part of its work to ensure that counterterrorism programs include adequate safeguards for privacy and civil liberties. In early 2023, PCLOB issued its first DEIA Annual Progress Report and updated its 2022 Strategic Plan to a multi-year plan covering FY 2023-2026. Led by the DEIA Committee, the new DEIA Strategic Plan highlights the need for data and evidence-based decision-making as well as continuous assessment and improvement.

In FY 2025, the PCLOB will continue to implement the following workforce initiatives:

- Sustain a positive and professional workplace environment and improve employee retention;
- Improve human capital assessments and guidance, including reviewing how to improve assessments of employee performance and recognition;
- Implement a thorough succession plan that is responsive and adaptive to agency operations, including loss of essential staff personnel and accounting for potential sub-quorum periods in the future;
- Continue to encourage and facilitate staff participation in high-quality external training programs to ensure the ongoing professional development of the PCLOB’s workforce; and
- Continue implementing the agency’s DEIA Strategic and Equity Action Plans.
**Information Technology Systems and Cybersecurity** – In FY 2023, the PCLOB’s Information Technology (IT) staff remained focused on strengthening the agency’s cybersecurity posture while maintaining infrastructure and strategies to support a productive hybrid work environment. To that end, the PCLOB’s IT staff implemented increased capabilities of our security information and event management (SIEM) platform to meet compliance objectives listed in OMB Memorandum 21-31, *Improving the Federal Government’s Investigative and Remediation Capabilities Related to Cybersecurity Incidents*. Also, the PCLOB IT staff onboarded solutions and strategies to meet objectives of OMB Memorandum 22—09, *Moving the U.S. Government Toward Zero Trust Cybersecurity Principles*.

Information security also continues to be a top priority for the agency. In FY 2023, the independent review of the PCLOB’s information security controls found the controls to be effective. The PCLOB’s annual Federal Information Security Management Act (FISMA) audit concluded that its internal controls were effective in protecting information resources, and the Office of Chief Information Officer implemented solutions to mitigate and resolve independent penetration test vulnerabilities across the PCLOB’s network infrastructure.

In addition, the PCLOB continued to leverage shared-service providers and contractor support to enhance its boundary protection. The PCLOB’s IT staff implemented, maintained, and documented technical controls to comply with federal standards and DHS’s Cross-Agency Priority Goals for cybersecurity. These goals include managing asset security, protecting networks and data, and limiting personnel access. In FY 2024 and leading into FY 2025, the PCLOB will continue to focus its efforts on the cybersecurity Cross-Agency Priorities.

**Financial Management** – Sound fiscal management is integral to the execution of the PCLOB’s mission and remains a top priority for the PCLOB. The PCLOB has maintained its positive momentum in improving its financial management. In November 2023, the PCLOB issued its fourth Agency Financial Report (AFR), which included an unmodified (“clean”) audit of the FY 2023 financial statements, which noted no material weaknesses or significant deficiencies, and a report on an internal controls assessment, which found no waste, fraud, or abuse. Through the agency’s diligence and dedication to successful issuance of the AFR each year, the PCLOB continues to meet statutory reporting requirements and demonstrate its responsible stewardship of funds and sound financial management.
Protecting Classified and Sensitive Information – The PCLOB continues to focus on protecting sensitive and classified materials. The Chief Security Officer engages in government-wide efforts to modernize the security clearance process, which includes implementation of Trusted Workforce (TW) 2.0, as well as National Security Presidential Memorandum (NSPM) 28, which directs agencies to implement an Operations Security (OPSEC) program in line the standards required by EO 13587, Structural Reforms to Improve the Security of Classified Networks and the Responsible Sharing and Safeguarding of Classified Information.

The PCLOB also made significant progress in transitioning its security portfolio to the Defense Counterintelligence and Security Agency (DCSA), resulting in improved services for the agency. The Chief Security Officer, acting as the Senior Implementation Officer (SIO) for TW 2.0, enrolled all PCLOB personnel in the modernized Continuous Evaluation process, with ODNI, DCSA, and the FBI Rap Back Service, as part of a joint effort to reform personnel security clearance. The Security Team will continue to focus on modernization and compliance efforts.
## FY 2025 Budget Request by Object Class

*(Dollars in Thousands)*

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