

CBP CANINE HOME KENNELING PILOT ACT

SEPTEMBER 26, 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. 4057]

[Including cost estimate of the Congressional Budget Office]

The Committee on Homeland Security, to whom was referred the bill (H.R. 4057) to establish a pilot program on home kenneling of canines for U.S. Customs and Border Protections Office of Field Operations, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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PURPOSE AND SUMMARY

H.R. 4057, the “CBP Canine Home Kenneling Pilot Act,” seeks to establish a canine home kenneling pilot program within U.S. Customs and Border Protection (CBP)’s Office of Field Operations (OFO). This legislation would permit certain CBP OFO canine han-

dlers to house and care for their service canines at their residence in lieu of kenneling their canines at a facility owned or contracted by the federal government. This bill will allow CBP to utilize the pilot program as a case study to assess the benefits of home kenneling CBP OFO service canines in direct comparison to the utilization of centralized kenneling facilities and develop recommendations for the future use of home kenneling by CBP OFO canine handlers.

BACKGROUND AND NEED FOR LEGISLATION

CBP maintains one of the largest and most effective law enforcement canine programs in the world. CBP canines play an indispensable role in detecting narcotics, currency, weapons, explosives, concealed persons, harmful agricultural products, and invasive species and serve as a frontline force multiplier in the Nation's border security mission. Given their importance, the care, housing, and training of CBP service canines is critical to ensuring their operational readiness and effectiveness.

"Home Kenneling" refers to the practice of allowing CBP canine handlers to house their assigned service canines at their personal residences when off duty, as opposed to boarding them at centralized kennel facilities either owned or contracted by the federal government. Under a home kenneling arrangement, canines live with their assigned handlers full-time, benefiting from more personalized care, consistent routines, and enhanced handler involvement. This practice has been shown to strengthen the bond between the handler and canine, resulting in improved performance in the field. Additionally, because the canine travels with the handler directly from home to work, operations are streamlined, and deployments can be conducted more efficiently. CBP's U.S. Border Patrol already home kennels all of their service canines.

Home kenneling also produces significant cost savings to the American taxpayer by reducing and/or eliminating the expenses associated centralized kennel facilities. Additionally, government vehicle usage and corresponding expenditures are reduced as canine handlers home kenneling their service canines can travel directly from their assigned port of entry to their residence, eliminating a twice daily trip to a centralized kenneling facility. By shifting responsibility for care and housing to the handler, CBP OFO can redirect valuable resources to other critical mission needs. At the same time, the handler gains greater flexibility and the ability to provide more individualized attention to the service canine, improving health outcomes and potentially extending the service life of the animal.

The CBP Canine Home Kenneling Pilot Act establishes a formal pilot program to evaluate the benefits and challenges of home kenneling across a diverse swath of CBP OFO locations nationwide. The Act requires CBP to report to Congress on the results of the pilot program, including a cost-benefit, job performance, health, and wellbeing analysis comparing the use of home kenneling with centralized kenneling practices. The implemented reporting requirements will provide lawmakers with greater insight into CBP OFO's canine program while promoting accountability and congressional oversight.

The Committee on Homeland Security believes this pilot program is a critical step toward modernizing and humanizing CBP's canine kenneling operations. By testing, assessing, and reporting on the practice of home kenneling, this legislation enables CBP OFO to make data as well as experience driven decisions about the potential enterprise-wide adoption of home kenneling. Ultimately, the Act seeks to enhance mission effectiveness, strengthen the relationship between handler and canine, reduce costs, and ensure that our Nation's frontline service canines remain the most effective and well-cared for in the world.

HEARINGS

The Committee held the following hearings in the 119th Congress that informed H.R. 4057:

On March 25, 2025, the Committee on Homeland Security, Subcommittee on Border Security and Enforcement held a hearing entitled "Part 1: Consequences of Failure: How Biden's Policies Fueled the Border Crisis" and received testimony from Ms. Lora Ries, Director, Border Security and Immigration Center, The Heritage Foundation, who testified as a private citizen; Mr. Ammon Blair, Senior Fellow, Secure and Sovereign Texas Initiative, Texas Public Policy Foundation; Mr. Jon Anfinson, Executive Vice President, National Border Patrol Council; and Mr. Aaron Reichlin-Melnick, Senior Fellow, American Immigration Council.

COMMITTEE CONSIDERATION

The Committee met on June 25, 2025, a quorum being present, to consider H.R. 4057 and ordered the measure to be favorably reported to the House by voice vote.

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.

No recorded votes were requested during consideration of H.R. 4057.

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. 4057, CBP Canine Home Kenneling Pilot Act			
As ordered reported by the House Committee on Homeland Security on June 25, 2025			
By Fiscal Year, Millions of Dollars	2025	2025-2030	2025-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	5	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

H.R. 4057 would require Customs and Border Protection (CBP) to develop and implement a two- or three-year pilot program for the home kenneling of canines at 10 or more ports of entry. Under current law, canines that serve at ports of entry are housed at contracted kennels. The bill would require the agency to report to the Congress on the pilot program's implementation within one year of enactment and assess the effectiveness of home kenneling and make recommendations about its continued use by the agency within 180 days of the program ending.

Using information from CBP, CBO estimates that the agency would need \$4 million to provide handlers with the equipment necessary to house working canines and \$1 million to fund additional salaries and reporting requirements. On that basis and incorporating an insignificant reduction in costs from housing fewer canines in contracted kennels, CBO estimates that implementing the bill would cost \$5 million over the 2025–2030 period. Any related spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Sean Christensen. 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. 4057 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. 4057 is to establish a pilot program on home kenneling of canines for U.S. Customs and Border Protections Office of Field Operations.

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. 4057 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 states that the Act may be cited as the “CBP Canine Home Kenneling Pilot Act.”

Section 2. Pilot program on canine home kenneling program

Subsection (a) calls for the Executive Assistant Commissioner for CBP’s OFO, not later than one year following the enactment of the Act, to establish a canine home kenneling pilot program to assess whether home kenneling of CBP OFO service canines would benefit OFO’s canine handlers and service canines.

Subsection (b) requires the CBP OFO Executive Assistant Commissioner, prior to establishment of the pilot program, to distribute written guidance for CBP OFO field offices to utilize when implementing the pilot program. In developing the guidance, the CBP OFO Executive Assistant Commissioner shall consult with DHS components utilizing home kenneling of service canines, the DHS Office of Health Security, and representatives of the National Treasury Employees Union.

Subsection (c) requires the CBP OFO Executive Assistant Commissioner, prior to establishing the pilot program, to carry out the following: 1. Establish training for canine handlers participating in the pilot program to take responsibility for the daily care, feeding, exercise, and medical needs of their CBP service canine; and 2. Disseminate best practices for integrating working service canines into the CBP canine handler’s residence.

Subsection (d) requires the CBP OFO Executive Assistant Commissioner to 1. Ensure that no fewer than ten ports of entry participate in the pilot program; 2. Ensure that canines assigned to seaports, airports, and land ports of entry in both urban and rural locations participate in the pilot program; 3. Provide for the participation of canine handlers on a voluntary basis; 4. Continue the

pilot program for no less than two years; and 5. Terminate the pilot program no more than three years following the establishment of the pilot program.

Subsection (e) Requires the CBP OFO Executive Assistant Commissioner, not more than one year following the date of enactment of this Act, to provide the appropriate congressional committees a briefing describing guidance, training, and requirements for the pilot program. States that not later than 180 days following the termination of the pilot program, the CBP OFO Executive Assistant Commissioner shall submit to the appropriate congressional committees a report that includes: (A) Information related to the number and location of participating canine teams; (B) Findings of the pilot program to include a cost-benefit, job performance, and health and wellbeing analysis comparing home kenneling with centralized kenneling practices; and (C) Recommendations regarding the continued use of home kenneling by CBP OFO.

Subsection (f) defines the appropriate congressional committees as the House of Representatives Committee on Homeland Security and the Committee on Homeland Security and Governmental Affairs of the Senate and further defines the term “home kenneling” to mean the practice whereby canines utilized for Federal law enforcement purposes are housed and cared for at the residences of their assigned handlers instead of at a centralized facility owned or contracted by a Federal agency.