

# CRS Report for Congress

## Emergency Supplemental Appropriations Legislation for Disaster Assistance: Summary Data

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# Emergency Supplemental Appropriations Legislation for Disaster Assistance: Summary Data

## Summary

This report provides summary information on emergency supplemental appropriations enacted after major disasters since 1989<sup>1</sup>. During the 20-year span from FY1989 through the present, Congress appropriated almost \$250 billion in constant 2008 dollars. Most of the appropriations were preceded by a presidential request for supplemental funding.

The most recent and costly disasters occurred in the summer of 2005 when Hurricanes Katrina, Rita, and Wilma made landfall in Gulf Coast states. Since Hurricane Katrina struck in August of 2005, more than \$130 billion has been appropriated for supplemental disaster funding, most of it needed for the recovery from the 2005 hurricanes. Portions of the appropriations were offset by rescinding more than \$34 billion in previously appropriated funds, explained in the section titled “Hurricanes Katrina, Rita, and Wilma.”

Prior to FY2005 and the hurricanes, only the terrorist attacks of 2001 led to supplemental appropriations legislation that exceeded \$20 billion. Congress appropriated a total of more than \$26 billion for disaster assistance in response to the attacks. Other supplemental appropriations legislation enacted after catastrophic disasters (or several significant disasters that occurred in short time intervals) range from almost \$366 million in FY2001 before the terrorist attacks (largely due to the Nisqually earthquake in the summer of 2001) to more than \$12 billion for the Midwest floods of 1993 and the Northridge earthquake of 1994.

At times, the supplementals enacted by Congress have included only disaster funding. The supplementals enacted after Hurricane Hugo and the Loma Prieta earthquake, in addition to the first two enacted after Hurricane Katrina, serve as examples. On other occasions, however, disaster funding has been part of larger pieces of legislation that appropriated funds for purposes other than disaster assistance.

The most recent supplemental disaster assistance appropriation occurred on June 30, 2008 when the President signed into law H.R. 2642, the Supplemental Appropriations Act, 2008. The statute, P.L. 110-252, provides \$7 billion in disaster related funding, most of which has been appropriated for disaster relief associated with the 2005 hurricane season.

This report will be updated as events warrant.

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<sup>1</sup> This report is an update based upon a previous report co-authored by Keith Bea, Specialist in American National Government.

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# Emergency Supplemental Appropriations Legislation for Disaster Assistance: Summary Data

## Overview

Since FY1989, Congress has appropriated \$250 billion (constant 2008 dollars) for disaster assistance in 33 appropriations measures, primarily supplemental appropriations acts, after significant catastrophes occurred in the United States.<sup>2</sup> The median annual funding during the 20-year period FY1989 through the present was \$2.6 billion; the mean annual funding was \$11 billion (\$220 billion/20) — both in current dollars. The mean funding in current dollars for all 33 enacted emergency supplemental bills was \$6.7 billion (\$220 billion/33).<sup>3</sup>

The median annual funding in constant dollars during the 20 year period FY1989 through the present was \$3.3 billion; the mean annual funding in constant dollars was \$12.5 billion (\$250 billion/20). The mean funding in constant dollars for all 33 enacted emergency supplemental bills was \$7.5 billion (\$250 billion/33).<sup>4</sup> Disasters during 2001 and 2005 were especially costly. In FY2001 and FY2002, supplemental appropriations for disaster assistance exceeded \$26 billion, most of which went toward recovery following the terrorist attacks of September 11, 2001. In FY2005 and FY2006, after Hurricanes Katrina, Rita, and Wilma struck in 2005, supplemental appropriations for disaster assistance have reached an all-time high. From FY2005 through FY2008, Congress appropriated over \$130 billion, almost 60% of the total appropriated since FY1989.

Since the start of the 110<sup>th</sup> Congress, the President has signed into law three measures (P.L. 110-28, P.L. 110-116, and P.L. 110-252), primarily to appropriate funds for the war in Iraq. These three statutes together provided roughly \$20 billion

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<sup>2</sup> This amount does not include disaster assistance funding made available through regular annual appropriations legislation (with one exception in FY2000 after Hurricane Floyd) or funding enacted for agricultural disasters. For information on emergency agricultural funding, see CRS Report RL31095, *Emergency Funding for Agriculture: A Brief History of Supplemental Appropriations, FY1989-FY2008*, by Ralph Chite.

<sup>3</sup> Mean annual funding reflects the total funding for the period divided by 20, representing each of the 20 fiscal years in FY1989-FY2008. The mean funding for the set of all of the enacted bills reflects the total funding for the period divided by the total number of 33 enacted measures.

<sup>4</sup> Mean annual funding reflects the total funding for the period divided by 20, representing each of the 20 fiscal years in FY1989-FY2008. The mean funding for the set of all of the enacted bills reflects the total funding for the period divided by the total number of 33 enacted measures.

in supplemental appropriations for disaster relief and recovery. P.L. 110-28, signed on May 25, 2007, included an appropriation of \$7.6 billion for disaster assistance, \$3.4 billion of which was classified as “Hurricane Katrina Recovery.”<sup>5</sup> P.L. 110-116, signed into law on November 13, 2007, provided a total of \$6.355 billion for continued recovery efforts related to Hurricanes Katrina, Rita, and Wilma, and for other declared major disasters or emergencies. This total includes \$500 million for firefighting expenses related to 2007 California wildfires. P.L. 110-252, signed into law June 30, 2008, provides \$7 billion in disaster assistance, most of which is directed at meeting the needs caused by hurricanes of the 2005 season.

This report provides summary information on emergency supplemental appropriations legislation enacted since 1989 after significant catastrophes. It includes funds appropriated to the Disaster Relief Fund (DRF) administered by the Federal Emergency Management Agency (FEMA), as well as funds appropriated to other departments and agencies.<sup>6</sup> This report uses a broad concept of what constitutes emergency disaster assistance. The funds cited in this report include appropriations for disaster relief, repair of federal facilities, and hazard mitigation activities directed at reducing the impact of future disasters. DRF appropriations are obligated for all major disasters and emergencies issued under the Stafford Act,<sup>7</sup> not only those significant events that lead to supplemental appropriations. Counterterrorism, law enforcement, and national security appropriations are not included in this compilation. Unless otherwise noted, this report does not take into account rescissions approved by Congress after funds have been appropriated for disaster assistance.

As reflected in **Table 1** below, supplemental appropriations have been enacted as stand-alone legislation. However, in some instances, emergency disaster relief funding has been enacted as part of regular appropriations measures, continuing appropriations acts (continuing resolutions), or in omnibus appropriations legislation. Requested funding levels noted in the third column of **Table 1** reflect House Appropriations Committee data on total requested funding for the entire enacted bill. Where possible, Office of Management and Budget (OMB) data taken from

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<sup>5</sup> Congress appropriated the \$3.4 billion to the Disaster Relief Fund (DRF) administered by the Federal Emergency Management Agency (FEMA). While the appropriation is classified as “Title II - Hurricane Katrina Recovery,” (121 Stat. 131), DRF money may be used for any major disaster or emergency declared by the President. For more information on the DRF and FEMA authority see CRS Report RL33053, *Federal Stafford Act Disaster Assistance: Presidential Declarations, Eligible Activities, and Funding*, by Keith Bea.

<sup>6</sup> Disaster relief funding allocated in P.L. 107-117 is not included in **Table 1** because it was an allocation of funding appropriated in P.L. 107-38. The majority of federal emergency assistance funding listed in this report was provided through the Disaster Relief Fund. More information on the emergency funding provided to the DRF appears in CRS Report RL33053, *Federal Stafford Act Disaster Assistance: Presidential Declarations, Eligible Activities, and Funding*, by Keith Bea.

<sup>7</sup> The Robert T. Stafford Disaster Relief and Emergency Assistance Act, 42 U.S.C. 5121 et seq.

correspondence to Congress requesting emergency supplemental funding are used to identify dates of Administration requests for supplemental funding.<sup>8</sup>

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<sup>8</sup> The Office of Management and Budget (OMB) Website on Supplementals, Amendments, and Releases [<http://www.whitehouse.gov/omb/budget/amendments.htm>] contains a list of the presidential submission transmittals from calendar year 2008 to the present. Prior fiscal year submissions are available by clicking on the highlighted text at the bottom of the page, see “click here to view prior year supplementals, amendments and releases.”

**Table 1. Presidential Requests and Appropriations, Emergency Appropriations for Disaster Assistance, FY1989 to Present**

(dollars in thousands)

<b>Fiscal Year</b>	<b>Disaster Event and Date of Major Disaster Declaration<sup>a</sup></b>	<b>Administration Request, by Date and Amount<sup>b</sup></b>	<b>Date Signed into Law and P.L. Number</b>	<b>Total Appropriation in Current Year Dollars</b>	<b>Emergency Assistance Funding and Percentage of Appropriation Current Year Dollars</b>	<b>Emergency Assistance Funding in 2008 Dollars</b>
2008	Hurricane Katrina and other hurricanes in the 2005 season	<sup>c</sup>	June 30, 2008 P.L.110-252	\$183,774,224	\$7,004,928 3.8%	\$7,004,928
2008	Hurricane Katrina & California Wildfires 2007	<sup>d</sup>	November 13, 2007 P.L. 110-116	\$467,728,563 <sup>e</sup>	\$6,355,000 1.4%	\$6,355,000
2007	Hurricane Katrina Aug. 29, 2005	Feb. 5, 2007 \$3,400,000	May 25, 2007 P.L. 110-28	\$120,000,000	\$7,679,000 6.4%	\$7,827,377
2006	Hurricanes Katrina, Rita, Wilma Aug. - Sept. 2005	Feb. 16, 2006 \$19,800,000	June 15, 2006 P.L. 109-234	\$94,520,000	\$19,340,000 20.4%	\$20,241,969
2006	Hurricanes Katrina, Rita, Wilma Aug. - Sept. 2005	Oct. 28, 2005 \$17,100,000 <sup>f</sup>	Dec. 30, 2005 P.L. 109-148	\$453,500,000	\$29,046,985 6.4%	\$30,401,663
2005	Hurricane Katrina Aug. 29, 2005	Sept. 7, 2005 \$51,800,000	Sept. 8, 2005 P.L. 109-62	\$51,800,000	\$51,800,000 100%	\$56,010,186
2005	Hurricane Katrina Aug. 29, 2005	Sept. 1, 2005 \$10,500,000	Sept. 2, 2005 P.L. 109-61	\$10,500,000	\$10,500,000 100%	\$11,353,416
2005	Hurricanes Ivan, Jeanne Sept. 1, 2004	Sept. 14, 2004 \$3,100,000	Oct. 13, 2004 P.L. 108-324	\$14,500,000	\$11,103,887 76.6%	\$12,006,386

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<b>Fiscal Year</b>	<b>Disaster Event and Date of Major Disaster Declaration<sup>a</sup></b>	<b>Administration Request, by Date and Amount<sup>b</sup></b>	<b>Date Signed into Law and P.L. Number</b>	<b>Total Appropriation in Current Year Dollars</b>	<b>Emergency Assistance Funding and Percentage of Appropriation Current Year Dollars</b>	<b>Emergency Assistance Funding in 2008 Dollars</b>
2004	Hurricanes Charley, Frances Sept. 1, 2004	Sept. 6, 2004 \$2,000,000	Sept. 8, 2004 P.L. 108-303	\$2,000,000	\$2,000,000 100%	\$2,231,868
2004	Wildfires various dates	<sup>g</sup>	Aug. 8, 2004 P.L. 108-287	\$417,500,000	\$500,000 0.12%	\$557,967
2004	Hurricane Isabel Sept. 18, 2003	\$87,000,000 Sept. 17, 2003 <sup>h</sup>	Nov. 6, 2003 P.L. 108-106	\$87,500,000	\$813,000 0.93%	\$907,254
2003	Storms various 2003 dates	July 7, 2003 (continued from \$1,900,000 request below)	Sept. 30, 2003 P.L. 108-83	\$3,500,000	\$820,700 23.4%	\$939,683
2003	Tornadoes May 6, 2003	July 7, 2003 \$1,900,000	Aug. 8, 2003 P.L. 108-69	\$983,600	\$983,600 100%	\$1,126,200
2002	Terrorist attacks Sept. 11, 2001	Mar. 21, 2002 \$27,100,000	Aug. 2, 2002 P.L. 107-206	\$26,600,000	\$6,167,600 23.2%	\$7,204,599
2001	Terrorist attacks Sept. 11, 2001	Sept. 12, 2001 \$20,000,000	Sept. 18, 2001 P.L. 107-38	\$40,000,000 <sup>i</sup>	\$20,000,000 50%	\$23,810,082
2001	Nisqually Earthquake	<sup>j</sup>	July 24, 2001 P.L. 107-20	\$8,980,000	\$365,700 4.9%	\$435,367
2000	Hurricane Floyd Sept. 16, 1999	Sept. 21, 1999 \$97,500 <sup>k</sup>	Oct. 20, 1999 P.L. 106-74	\$99,500,000	\$2,480,425 2.5%	\$3,022,646

## CRS-6

<b>Fiscal Year</b>	<b>Disaster Event and Date of Major Disaster Declaration<sup>a</sup></b>	<b>Administration Request, by Date and Amount<sup>b</sup></b>	<b>Date Signed into Law and P.L. Number</b>	<b>Total Appropriation in Current Year Dollars</b>	<b>Emergency Assistance Funding and Percentage of Appropriation Current Year Dollars</b>	<b>Emergency Assistance Funding in 2008 Dollars</b>
1999	Tornadoes various dates	<sup>l</sup>	May 21, 1999 P.L. 106-31	\$13,100,000	\$1,296,723 9.9%	\$1,612,106
1999	Hurricanes Georges, Bonnie flooding various dates	\$7,780,000 <sup>m</sup>	Oct. 21, 1998 P.L. 105-277	\$21,000,000	\$1,830,977 8.7%	\$2,276,299
1998	El Niño floods Feb. 9, 1998	Mar. 24, 1998 \$22,560,000	May 1, 1998 P.L. 105-174	\$6,006,000	\$2,602,173 43.3%	\$3,277,528
1997	Dakotas flooding Apr. 7, 1997	Mar. 19, 1997 \$3,480,000	June 12, 1997 P.L. 105-18	\$9,163,000	\$5,863,883 64%	\$7,475,393
1995	Oklahoma City bombing Apr. 25, 1995	<sup>n</sup>	July 27, 1995 P.L. 104-19	\$7,453,000	\$6,599,531 88.6%	\$8,724,440
1995	Northridge Earthquake, Tropical Storm Alberto various dates	\$90,100,000 <sup>o</sup>	Sept. 28, 1994 P.L. 103-327	\$90,100,000	\$417,500 <sup>p</sup> 0.46%	\$551,926
1994	Midwest floods, CA fires, and Northridge earthquake Jan. 17, 1994	Sept. 28, 1994 \$11,430,000	Feb. 12, 1994 P.L. 103-211	\$11,535,000	\$8,837,952 76.6%	\$11,929,473
1993	Midwest floods June 11, 1993	July 14, 1993 \$3,980,000	Aug. 12, 1993 P.L. 103-75	\$4,411,000	\$3,494,750 79.2%	\$4,818,627

## CRS-7

Fiscal Year	Disaster Event and Date of Major Disaster Declaration <sup>a</sup>	Administration Request, by Date and Amount <sup>b</sup>	Date Signed into Law and P.L. Number	Total Appropriation in Current Year Dollars	Emergency Assistance Funding and Percentage of Appropriation Current Year Dollars	Emergency Assistance Funding in 2008 Dollars
1993	Hurricanes Andrew, Iniki various dates	<sup>q</sup>	July 2, 1993 P.L. 103-50	\$3,500,000	\$52,345 1.5%	\$72,174
1992	Hurricanes Andrew, Iniki Aug. 24, 1992	Sept. 8, 1992 \$6,530,000	Sept. 23, 1992 P.L. 102-368	\$12,775,000	\$5,767,116 45.1%	\$8,132,154
1992	L.A. riots/Chicago flood various dates	<sup>r</sup>	June 22, 1992 P.L. 102-302	\$1,191,000	\$ 469,650 39.4%	\$662,249
1992	Hurricane Bob various dates	June 28, 1991 \$693,000	Dec. 12, 1991 P.L.102-229	\$6,849,000	\$943,000 13.8%	\$1,329,715
1990	Hurricane Hugo/Exxon Valdez various dates	<sup>s</sup>	May 25, 1990 P.L. 101-302	\$4,300,000	\$670,412 15.6%	\$1,005,494
1990	Hurricane Hugo Loma Prieta Earthquake Oct. 18, 1989	<sup>t</sup>	Oct. 26, 1989 P.L. 101-130	\$ 2,850,000	\$2,850,000 100%	\$4,274,474
1989	Hurricane Hugo Sept. 20, 1989	<sup>u</sup>	Sept. 29, 1989 P.L. 101-100	\$1,108,000	\$1,108,000 100%	\$1,723,524
1989	Fires on federal lands various dates	<sup>v</sup>	June 30, 1989 P.L. 101-45	\$3,564,000	\$348,969 9.8%	\$542,831
<b>Total</b>				<b>\$2,320,296,314</b>	<b>\$314,613,806 9.5%</b>	<b>\$249,844,997</b>

**Sources:** Supplemental funding totals based on compiled CRS data on emergency appropriations after disasters, FY1989 - FY2008. Other supplemental funding totals obtained from Congressional Budget Office (CBO) Supplemental Appropriations series, including “CBO Data on Supplemental Budget Authority for the 2000s” at [<http://www.cbo.gov/doc.cfm?index=6630&type=1>].

Totals for Administration requests were obtained from OMB correspondence to Congress and from the House Appropriations Committee Budget Estimates volumes, Table VIIIa. Editions for recent Congresses through the 107<sup>th</sup> are on the Government Printing Office GPO Access Congressional Documents site at [<http://www.gpoaccess.gov/serialset/cdocuments/budgets.html>]. FY2008 dollar conversions were calculated using GDP Chained Price Index data in Table 10.1, FY2009 budget *Historical Tables* volume.

- a. Data in this column represent the date the President issued a major disaster declaration for the disaster that appeared to be the primary catalyst for the supplemental appropriations legislation. In a series of disasters (such as the Midwest floods of 1993) this date represents the first of several declarations associated with that particular disaster. In some instances, identifying which disasters were primarily associated with consideration of the supplemental appropriations was not possible.
- b. Data in this column represent the date the President submitted a request to Congress for supplemental funds. In some instances, funding was not requested by the White House but was included by Congress in appropriations measures.
- c. The Administration did not request supplemental FY2008 funds for domestic disaster assistance in the budget amendments or supplemental requests submitted from May 2, 2008 through the date of enactment. The June 9, 2008 amendment to the FY2009 budget request did include increased funding of \$989,000 for the Office of the Federal Coordinator for Gulf Coast Rebuilding for continued operations. As of the date of this report Congress has not acted upon this request. See [[http://www.whitehouse.gov/omb/budget/amendments/amendment2\\_6\\_9\\_08.pdf](http://www.whitehouse.gov/omb/budget/amendments/amendment2_6_9_08.pdf)].
- d. Supplemental funding was added to the Conference Report of the FY2008 Department of Defense Appropriations Act, P.L. 110-116, in Division B of the report. Disaster funding included FEMA Disaster Relief Funding, further Housing and Urban Development assistance funding, and wildland fire fighting provisions. See also Division B of P.L. 110-116, 121 Stat. 1342-1343.
- e. On page 487 of the conference report, H.Rept. 110-443 for P.L. 110-116, total Department of Defense budget authority is listed at \$460,303,497. Also per the conference agreement, Division B provided non-Defense budget authority of \$7,728,563,200 bringing the total budget authority for the measure for the purposes of this table to \$467,728,563,200. Division B contains additional disaster and non-disaster funding as follows: a total \$6.355 billion for FEMA Disaster Relief funding, Housing and Urban Development funding for the Road Home project, Forest Service and Bureau of Land Management funding for Wildland Fire Management, \$165,200 for the traditional payment to the heirs of the late Jo Ann Davis, and \$1,025,398,000 for the Census Bureau’s Periodic Censuses and Programs account.
- f. On October 28, 2005, the President submitted to Congress a request to “reallocate” \$17.1 billion previously appropriated for FEMA. See [[http://www.whitehouse.gov/omb/budget/amendments/rescission\\_package\\_10\\_28\\_05.pdf](http://www.whitehouse.gov/omb/budget/amendments/rescission_package_10_28_05.pdf)]. Congress modified this request by redirecting roughly \$12 billion to the request in provisions in P.L. 109-148, the FY2006 Department of Defense Appropriations Act. Because Congress appropriated the rescinded funds, the funding is considered supplemental appropriations for the purpose of this report, even though some might contend that this does not represent an additional cost to the Treasury. The President also submitted that same day a budget amendment that sought the rescission of “\$2.3 billion from lower-priority federal programs and excess funds.” See Executive Office of the President, Office of Management and Budget, “Estimate No. 14,” at [[http://www.whitehouse.gov/omb/budget/amendments/rescission\\_package\\_10\\_28\\_05.pdf](http://www.whitehouse.gov/omb/budget/amendments/rescission_package_10_28_05.pdf)].
- g. FY2004 supplemental funds to meet wildfire suppression requirements were included in the FY2005 Department of Defense Appropriations Act, P.L. 108-287. For more information on the statute, see CRS Report RL32783, *FY2005 Supplemental Appropriations for Iraq and Afghanistan, Tsunami Relief, and Other Activities*, by Amy Belasco and Larry Nowels.
- h. The President submitted a supplemental request of \$87 billion for ongoing military operations and for reconstruction assistance in Iraq, Afghanistan, and elsewhere. During conference on H.R. 3289 (P.L. 108-106, the Emergency Supplemental Appropriations Act for Defense and for the Reconstruction of Iraq and Afghanistan Act, 2004), \$500 million for FEMA for disaster relief for Hurricane Isabel and the California wildfires was added to the legislation, bringing the total enacted funding for P.L. 108-106 to \$87.5 billion.

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- i. P.L. 107-117 allocated funds appropriated in P.L. 107-38, which was enacted shortly after the terrorist attacks of September 11, 2001. Under P.L. 107-38, \$20 billion was available immediately, whereas the remaining \$20 billion became available when allocated in P.L. 107-117, enacted on January 10, 2002. Of the second half of the \$40 billion, \$11.579 billion was provided for emergency disaster assistance.
- j. An OMB supplemental request for the Nisqually earthquake could not be identified.
- k. The appropriations associated with Hurricane Floyd were not supplemental appropriations but were incorporated into the regular FY2000 appropriations legislation, P.L. 106-74, Department of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act, 2000. These data are included because Congress increased FY2000 DRF funding primarily in response to Hurricane Floyd.
- l. The initial Administration request of \$687 million was submitted on February 16, 1999 (see discussion in H.Rept. 106-064, p. 7) for relief funding for Hurricanes Georges and Bonnie. However, additional emergency disaster funding was later sought to address tornado damage and other natural disasters during 1999.
- m. Emergency relief funding for flooding caused by Hurricanes Georges and Bonnie was included in P.L. 105-277, the FY2000 Consolidated Appropriations Act.
- n. P.L. 103-211 provided \$11.53 billion in DRF appropriations largely in response to the Northridge earthquake in California. See White House press release from FEMA Director James Lee Witt, Jan. 12, 1995, at [<http://www.ibiblio.org/pub/archives/whitehouse-papers/1995/Jan/1995-01-12-fema-director-witt-on-california-flood-relief.text>], visited, Feb. 27, 2007. Administration supplemental request correspondence to Congress for subsequent funding for Northridge and Oklahoma City could not be identified.
- o. An OMB supplemental request or requested Administration funding level for Tropical Storm Alberto could not be identified. Tropical Storm Alberto disaster funding was included in P.L. 103-327, the FY1995 Department of Veterans Affairs and Housing and Urban Development, and Independent Agencies Appropriations Act.
- p. The CBO scored supplemental funding as \$357.0 million.
- q. An OMB supplemental request for Hurricanes Andrew and Iniki could not be identified.
- r. An OMB supplemental request for the Los Angeles riots and Chicago flood could not be identified.
- s. An OMB supplemental request for Hurricane Hugo and the Exxon Valdez incident could not be identified.
- t. No OMB request for this funding could be identified. Disaster funding in P.L. 101-130 was enacted as a continuing resolution, which amended the previous continuing resolution enacted as P.L. 101-100 to extend its provision until November 15, 1989.
- u. No request could be identified.
- v. An OMB supplemental request for the 1989 fires on federal lands or the requested Administration funding level could not be identified.

## Hurricanes Katrina, Rita, and Wilma

In response to the widespread destruction caused by three catastrophic hurricanes at the end of the summer of 2005, the 109<sup>th</sup> Congress enacted four emergency supplemental appropriations bills.

Two of the statutes were enacted as FY2005 supplementals after Hurricane Katrina devastated parts of Florida and Alabama and resulted in presidential major disaster declarations for all jurisdictions in Louisiana and Mississippi. The two supplementals (P.L. 109-61 and P.L. 109-62) together provided \$62.3 billion for emergency response and recovery needs; most of the funding in these two bills was provided for the Disaster Relief Fund (DRF) administered by FEMA.

After Hurricanes Rita and Wilma struck, the 109<sup>th</sup> Congress enacted two other supplementals; the costs of both were offset by rescissions. The FY2006 appropriations legislation for the Department of Defense (P.L. 109-148) rescinded roughly \$34 billion in funds previously appropriated (almost 70% of which was taken from funds previously appropriated to the Department of Homeland Security) and appropriated \$29 billion to other accounts primarily to pay for the restoration of federal facilities damaged by the hurricanes.<sup>9</sup> Also in FY2006, Congress agreed to an Administration request for further funding — \$19.3 billion was appropriated in supplemental legislation (P.L. 109-234) for recovery assistance, with roughly \$64 million rescinded from two accounts (\$15 million from flood control, Corps of Engineers, and \$49.5 million from Navy Reserve construction, Department of Defense). On May 25, 2007, the President signed into law P.L. 110-28, which appropriated \$120 billion in emergency supplemental funding for Iraq, Afghanistan, and other matters, including \$6.9 billion for continued Gulf Coast relief. The measure was a successor to previous emergency supplemental legislation in the 110<sup>th</sup> Congress, H.R. 1591, vetoed by the President on May 1, 2007. This was the fifth supplemental measure enacted containing disaster assistance specifically provided in response to Hurricanes Katrina and Rita. The sixth supplemental measure enacted as part of P.L. 110-116 on November 13, 2007, provided an additional \$5.9 billion for emergency assistance, most, but not all of which, can be attributed to the Gulf Coast recovery. The \$3 billion appropriated for Department of Housing and Urban Development — Community Planning and Development Fund can only be used for the Louisiana Road Home program. However, the \$2.9 billion appropriated for the Disaster Relief Fund can be used not only for the Gulf Coast but for other declared disasters as well.

As a result, after enactment of P.L. 110-252, the total amount appropriated by Congress in supplemental funding after the 2005 hurricanes surpassed the \$130 billion mark.<sup>10</sup> **Table 2** provides information on the appropriations made in the six

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<sup>9</sup> In requests to Congress, President Bush termed the sequence of events as a “reallocation” of funds.

<sup>10</sup> **Table 1** figures in this report indicate appropriations for all disaster relief, not just hurricane related assistance, which is approximately \$7.7 billion in P.L. 110-28 and \$6.355 billion in P.L. 110-116. P.L. 110-252, signed into law June 30, 2008, to the extent that can  
(continued...)

supplementals enacted after Hurricanes Katrina, Rita, and Wilma. **Table 3** identifies the departments and agencies from which funds were rescinded in P.L. 109-148.

In addition to these rescissions and appropriations, Congress enacted other funding changes by transferring \$712 million from FEMA to the Small Business Administration for disaster loans (P.L. 109-174).

On June 30, 2008, the 110<sup>th</sup> Congress enacted the Supplemental Appropriations Act, 2008 (P.L.110-252). Some of the funding from P.L.110-252 includes \$100 million for the Economic Development Administration's economic development assistance programs, \$73 million for the Department of Housing and Urban Development's (HUD) Road Home Program and \$300 million for HUD's Community Development fund. The majority of disaster assistance funding (over \$4 billion) in P.L.110-252 is directed at the Corps of Engineers for projects aimed at repairing damages incurred from the 2005 hurricane season, as well as programs designed to mitigate against future hurricanes.

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<sup>10</sup> (...continued)

be identified as such, provides \$7 billion in disaster assistance, most of which is directed at meeting the needs caused by hurricanes of the 2005 season. **Table 2** figures in this report indicate appropriations, for Gulf Coast relief in response to Hurricanes Katrina, Rita, and Wilma.

**Table 2. FY2005-Present Supplemental Disaster Appropriations After Hurricanes Katrina, Rita, and Wilma**  
(thousands of current dollars)

Department	FY2005		FY2006		FY2007	FY2008	FY2008
	P.L. 109-61	P.L. 109-62	P.L. 109-148	P.L. 109-234	P.L. 110 -28	P.L. 110-116	P.L. 110-252
Agriculture			\$1,183,000	\$152,000 <sup>a</sup>			
Commerce			\$55,000	\$150,000	\$110,000		
Defense-Military	\$500,000	\$1,400,000	\$5,754,000	\$1,488,000 <sup>b</sup>			
Defense-Civil/Corps of Engineers		\$400,000	\$2,900,000	\$3,686,000 <sup>c</sup>	\$1,433,000		\$6,366,988
Department of Commerce							\$100,000
Education and related agencies			\$1,600,000	\$285,000	\$60,000		
Health and Human Services			\$640,000	\$12,000			
Homeland Security	\$10,000,000	\$50,000,000	\$285,000	\$6,662,000	\$4,110,000	\$2,900,000	
Housing and Urban Development			\$11,890,000	\$5,200,000	\$7,000	\$3,000,000	\$373,000
Interior			\$70,000	\$256,000	\$10,000	<sup>d</sup>	
Justice			\$229,000	\$9,000	\$50,000		
Labor			\$125,000	\$16,000			
Transportation			\$2,798,000	\$702,000 <sup>e</sup>	\$906,020		
Veterans Affairs			\$658,000	\$586,000	\$14,500		
<i>Agencies</i>							
Armed Forces Retirement Home				\$176,000			
Corporation for National and Community Service				\$10,000			
Environmental Protection Agency			\$8,000	\$13,000			
General Services Administration			\$38,000	\$37,000			
Historically Black Colleges Capital Financing				\$15,000			
National Aeronautics and Space Admin.			\$350,000	\$35,000	\$20,000		
The Judiciary			\$18,000				
Small Business Administration			\$446,000	\$542,000	\$181,070		\$164,939
Total	\$10,500,000	\$51,800,000	\$29,047,000	\$19,300,000	\$6,901,590	\$5,900,000	\$7,004,927
<b>Grand Total</b>	<b>\$130,453,517</b>						

**Source:** CRS calculations from amounts presented in P.L. 109-61, P.L. 109-62, P.L. 109-148, P.L. 109-234, P.L. 110-28, P.L. 110-116.

a. Does not include authority for \$500 million in direct assistance to be drawn from the Commodity Credit Corporation, authorized in Title III of P.L. 109-234.

b. Includes rescissions and military construction accounts.

c. Includes rescissions.

d. In Division B of P.L. 110-116, 121 Stat. 1342-1343, section 157 provides \$329 million for Forest Service Wildland Fire Management and \$171 million for Bureau of Land Management Wildland Fire Management. This funding is not included in **Table 2** above since the funding was for wildland firefighting activities and not related to Gulf Coast hurricane relief and recovery.

e. Department of Transportation funds derived from Highway Trust Fund rescission.

**Table 3. Rescissions and Offsets, P.L. 109-148**  
(thousands of dollars)

<b>Department or Agency</b>	<b>Amount Rescinded or Offset</b>
Department of Agriculture	\$66,100
Department of Defense	\$80,000
Export-Import Bank	\$25,000
Department of Homeland Security	\$23,669,833
Department of the Interior	\$3,500
Department of Commerce	\$7,000
Department of State	\$30,000
Department of Transportation	\$1,143,000
Government-wide <sup>a</sup>	\$9,045,998
<b>Total</b>	<b>\$34,070,431</b>

**Source:** CRS calculation of rescissions and offsets presented in Division B, Title III, conference report H.Rept. 109-359 to accompany H.R. 2863.

- a. Data for the 1% rescission obtained from Letter from Joshua Bolten, Director, Office of Management and Budget, to Senator Thad Cochran, Chairman, Senate Appropriations Committee, Feb. 8, 2006, at [<http://www.cq.com/flatfiles/editorialFiles/budgetTracker/reference/docs/20060213omboneperc.pdf>].

## **Selected CRS Reports**

CRS Report RL33330. *Community Development Block Grant Funds in Disaster Relief and Recovery*, by Eugene Boyd.

CRS Report RL33999. *Defense: FY2008 Authorization and Appropriations*, by Pat Towell, Stephen Daggett, and Amy Belasco.

CRS Report RL33053. *Federal Stafford Act Disaster Assistance: Presidential Declarations, Eligible Activities, and Funding*, by Keith Bea.

CRS Report RL33900. *FY2007 Supplemental Appropriations for Defense, Foreign Affairs, and Other Purposes*, by Stephen Daggett, Amy Belasco, Pat Towell, Susan Epstein, Connie Veillette, Curt Tarnoff, and Rhoda Margesson.

CRS Report RL34451. *FY2008 Spring Supplemental Appropriations and FY2009 Bridge Appropriations for Military Operations, International Affairs, and Other Purposes (P.L. 110-252)*, by Stephen Daggett, Susan B. Epstein, Rhoda Margesson, Curt Tarnoff, Pat Towell, and Catherine Dale.