

# Stafford Act Cost Shares: History, Trends, Analysis

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The Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act, P.L. 93-288, as amended) confers upon the President a broad set of authorities “to alleviate the suffering and damage” caused by disasters and to reduce losses from future disasters. The President has delegated much of this authority to the Federal Emergency Management Agency (FEMA). Most of the key forms of Stafford Act disaster assistance include a requirement that receiving states, tribes, and territories, or other awardees cover a share of the costs eligible for relief. FEMA covers the remainder through the Disaster Relief Fund (DRF), as follows:

- FEMA Public Assistance provides financial and direct assistance to state, local, tribal, territorial governments and eligible nonprofits for disaster response and recovery work. FEMA covers a minimum of 75% of costs, which the President may increase. Receiving jurisdictions cover the remaining share.
- FEMA Individual Assistance for Other Needs provides funds to individuals for critical disaster-related costs like the costs of replacing damaged cars, personal belongs, or meeting related uninsured medical and funeral expenses. FEMA covers 75% of costs; states cover 25%. Other Stafford Act assistance available to individuals and households does not include cost-sharing requirements.
- FEMA Hazard Mitigation Grant Program provides assistance to disaster-affected states, tribes, and territories for projects that may reduce future disaster-related losses. FEMA covers a maximum of 75% of costs; receiving jurisdictions cover the remaining 25%.
- FEMA Pre-Disaster Mitigation (implemented as the Building Resilient Infrastructure and Communities program; BRIC) provides direct and financial assistance to communities for projects that may reduce future disaster-related losses: FEMA covers 75% of costs; receiving jurisdictions cover the remaining 25%. FEMA covers 90% of costs for small, impoverished communities.

Federal disaster relief authorities have incorporated cost-sharing arrangements for decades. The intent of these arrangements has evolved over time in accordance with changing congressional priorities. At different times, Members of Congress have intended cost-sharing requirements to address a number of policy goals related to federal disaster relief, including curtailing federal disaster-related spending; bolstering the state, local, tribal, and territorial role in disaster relief; encouraging nonfederal disaster preparedness and planning; and promoting the completion of hazard mitigation projects to reduce future disaster-related losses.

Since 2020, both Congress and the President have acted to modify cost-sharing requirements for hundreds of individual emergencies and disasters that received Stafford Act declarations—affecting the majority of all declared incidents during that time. These actions substantially increased federal contributions towards disaster relief, and sometimes eliminated requirements for any nonfederal contribution towards certain types of disaster-related costs. In light of these actions, Congress may revisit longstanding questions regarding the role of the federal government in domestic disaster relief: how to best manage the increasing federal expenditures on domestic disaster relief, how to encourage states, tribes, territories, localities, businesses, and individuals to mitigate disaster-related risks, and how to increase preparedness.

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## Introduction

The federal government annually delivers billions of dollars in assistance to disaster-stricken communities, and spending has increased significantly in recent years. The government’s lead disaster-relief agency, the Federal Emergency Management Agency (FEMA), delivers much of this assistance under the authorities of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act, P.L. 93-288, as amended). Much of that assistance literally comes with a cost: affected communities cover a share of specified disaster-related costs—known as a “cost share”—and federal relief covers the remainder.

Stafford Act cost shares have generated substantial legislative debate (and occasional controversy) in the decades since their enactment in 1966. Some legislators and stakeholders charge that cost-sharing requirements control spending and ensure shared responsibility for disaster relief across all levels of government, individuals, and businesses.<sup>1</sup> Others raise concern that such requirements burden suffering communities, particularly in low-income and socially vulnerable areas, and may put disaster relief beyond the reach of those unable to pay. Some Members of Congress have introduced legislation to increase the federal share of certain disaster-related costs for certain communities, including those coping with multiple recent disasters, entities undertaking disaster mitigation projects, and for communities serving remote, low-income, or otherwise disadvantaged individuals.<sup>2</sup> Most recently, both Congress and the President have acted to increase federal contributions to a record number of domestic disasters. These actions suggest that disaster relief cost shares may be changing or diminishing—renewing debates over core policy questions in U.S. emergency management. Who is responsible for providing disaster relief? What role should the federal government play? Congress may face related questions as disasters of increasing cost and frequency place greater demands on both the federal government, disaster-affected communities, and funds available for relief.

### Terms

**State** Within this report, unless otherwise indicated, the term “state” refers to the Stafford Act definition, which includes the 50 states, five territories, and the District of Columbia. (42 U.S.C. §5122(4)).

**Tribe** Within this report, the term “tribe” refers to the Stafford Act definition, which is limited to federally recognized Indian tribal governments. Per the Stafford Act, “[t]he term ‘Indian tribal government’ means the governing body of any Indian or Alaska Native tribe, band, nation, pueblo, village, or community that the Secretary of the Interior acknowledges to exist as an Indian tribe under the Federally Recognized Indian Tribe List Act of 1994” (42 U.S.C. §5122(6)).

**Recipient / Applicant** Within this report, the term “Recipient” refers to a state, tribe, or territory that received a Stafford Act declaration, and the term “Applicant” refers to “the responsible entity for a project,” per FEMA, Public Assistance Program and Policy Guide (PAPPG), v. 4, FP 104-009-2, June 1, 2020, pp. 21-22, [https://www.fema.gov/sites/default/files/documents/fema\\_pappg-v4-updated-links\\_policy\\_6-1-2020.pdf](https://www.fema.gov/sites/default/files/documents/fema_pappg-v4-updated-links_policy_6-1-2020.pdf).

<sup>1</sup> See, for example, statement of then-FEMA Deputy Associate Director David McLoughlin, U.S. Congress, Senate Committee on the Environment and Public Works, Subcommittee on Regional and Community Development, *Hearings on S. 1525, A Bill to Amend the Disaster Relief Act of 1974*, 98<sup>th</sup> Cong., 1<sup>st</sup> sess., September 29, 1983; discussion on federal cost shares in U.S. Congress, *Disaster Mitigation and Cost Reduction Act of 1999*, 106<sup>th</sup> Cong, 1<sup>st</sup> sess., H.Rept. 106-40, March 3, 1999, pp. 15-18; and recommendations from the Association for State Floodplain Managers in U.S. Congress, Senate Committee on Homeland Security and Governmental Affairs, Subcommittee on Emergency Management, *Role of Mitigation in Reducing Federal Expenditures for Disaster Response*, 113<sup>th</sup> Cong, 2<sup>nd</sup> sess., May 14, 2014, p. 11.

<sup>2</sup> See, for example, S. 485, 118<sup>th</sup> Cong., or S. 3093, 117<sup>th</sup> Cong.

## Current Authorities

Under current law, the Stafford Act authorizes the President to deliver several forms of response, recovery, and hazard mitigation assistance following a declaration of emergency or major disaster.<sup>3</sup> Assistance that may be available includes

- Public Assistance (PA), which provides grants and direct assistance to state, local, tribal, and territorial governments (SLTTs), and certain private nonprofit organizations to cover eligible costs of
  - “emergency work” (debris removal and emergency response measures like sheltering, evacuation, emergency medical care, and emergency power restoration), and
  - “permanent work” (repairing and replacing eligible public and nonprofit facilities).<sup>4</sup>
- Individual Assistance (IA), which provides financial and/or direct assistance to affected individuals and households.<sup>5</sup> IA includes assistance for Crisis Counseling, Disaster Unemployment Assistance, Disaster Legal Services, Disaster Case Management, and the Individuals and Households Program Housing Assistance and Assistance for Other Needs (ONA).
  - ONA provides funds for critical disaster-related costs, like those incurred to replace damaged cars or personal belongings, or to pay uninsured medical and funeral expenses.<sup>6</sup>
- Hazard Mitigation Assistance (HMA) through the Hazard Mitigation Grant Program (HMGP), which funds mitigation and resiliency projects and programs, typically across the entire state or territory.<sup>7</sup>

The Stafford Act additionally authorizes the provision of assistance for Pre-disaster Hazard Mitigation (currently implemented as the Building Resilient Infrastructure and Communities Program, or BRIC). BRIC is a competitive grant for pre-disaster assistance, and is thus not tied to any specific incident or declaration.<sup>8</sup>

<sup>3</sup> This report focuses on assistance authorized under the Stafford Act; it does not discuss cost shares for other FEMA-administered assistance, for example, the Flood Mitigation Assistance program. This report does not focus on cost shares authorized for Fire Management Assistance Grants. For detailed discussion of the declaration process and different forms of assistance, see CRS Report WMR10001, *CRS Guide to Federal Emergency Management*, by Lauren R. Stienstra et al.; and CRS Report R44977, *Preliminary Damage Assessments for Major Disasters: Overview, Analysis, and Policy Observations*, by Bruce R. Lindsay.

<sup>4</sup> For more information, see CRS Report R46749, *FEMA’s Public Assistance Program: A Primer and Considerations for Congress*, by Erica A. Lee.

<sup>5</sup> For more information, see CRS Report R46014, *FEMA Individual Assistance Programs: An Overview*, by Elizabeth M. Webster.

<sup>6</sup> For more information, see CRS Report R47015, *FEMA’s Individuals and Households Program (IHP)—Implementation and Considerations for Congress*, by Elizabeth M. Webster.

<sup>7</sup> For more information, see CRS Report R46989, *FEMA Hazard Mitigation: A First Step Toward Climate Adaptation*, by Diane P. Horn.

<sup>8</sup> For more information, see CRS Report R46989, *FEMA Hazard Mitigation: A First Step Toward Climate Adaptation*, by Diane P. Horn.

The President has delegated the authority to administer these forms of assistance to FEMA.<sup>9</sup> As summarized in **Table 1**, FEMA provides these forms of assistance on a cost-share basis (i.e., the costs of eligible response and recovery work are shared by FEMA and entities receiving assistance). Statute specifies different cost-share provisions, including the means to adjust the cost share. Cost shares for ONA and HMGP are fixed and capped, respectively. However, the President may increase the federal cost share of PA at his or her discretion and FEMA may recommend increasing the federal cost share for PA in extraordinary cases.<sup>10</sup> Congress can and has acted to increase the federal cost share of different Stafford Act assistance for certain incidents, as detailed in **Appendix B**.

**Table 1. Cost Shares for Stafford Act Assistance**

Type of Assistance	Stafford Act Cost-Share Provision	Assistance Authorized	Federal Statutory Cost Share
<b>Public Assistance—Major Disasters</b>	Sec. 403(b) (42 U.S.C. §5170b(b))	Emergency Work— Emergency Protective Measures	Not less than 75% of eligible costs
	Sec. 406(b)(1) (42 U.S.C. §5172(b)(1))	Permanent Work	Not less than 75% of eligible costs <sup>a</sup>
	Sec. 407(d) (42 U.S.C. §5173(d))	Emergency Work— Debris Removal	Not less than 75% of eligible costs
	Sec. 428(e)(1)(B) and Sec. 428(e)(2)(B)—Debris Removal (42 U.S.C. §5189f(e)(1)(B) and §5189f(e)(2)(B))	Permanent Work— Alternative Procedures and Emergency Work—Debris Removal	Not quantified for permanent work; <sup>b</sup> statute permits the use of a sliding scale for determining the federal share for debris removal.
<b>Public Assistance—Emergencies</b>	Sec. 503(a) (42 U.S.C. §5193(a))	Emergency Work— Emergency Protective Measures and Debris Removal	Not less than 75% of eligible costs
<b>Hazard Mitigation</b>	Sec. 404(a) (42 U.S.C. §5170c(a))	Hazard Mitigation Grant Program	Up to 75% of eligible costs, up to a capped total amount based on formula of all other Stafford Act obligations for a given incident.
	Sec. 203(h) (42 U.S.C. §5133(h))	Pre-disaster Hazard Mitigation (i.e., Building Resilient Communities and Infrastructure)	Up to 75% of eligible costs, and up to 90% for a small, impoverished community or for “community disaster resilience zones.”
	Sec. 206(g) (42 U.S.C. §5136(g))		
<b>Individual Assistance</b>	Sec. 408(g)(2) (42 U.S.C. §5174(g)(2))	Assistance to Individuals and Households for Other Needs	75% of eligible costs (Other assistance in Sec. 408 authorized at 100% of eligible costs)

**Notes:**

<sup>9</sup> Executive Order 12673, *Delegation of Disaster Relief and Emergency Assistance Functions*, 54 *Federal Register* 12571, March 28, 1989, and Executive Order No. 13286, 68 *Federal Register* 10617, March 5, 2003, as they amended Executive Order 12148, *Federal Emergency Management*, 44 *Federal Register* 43239, July 24, 1979.

<sup>10</sup> 44 C.F.R. §206.47 for cost share adjustments for states and territories and Stafford Act Sec. 401(c), 42 U.S.C. §5170(c) for tribes. Examples of administrative adjustments for extraordinary disasters like Hurricane Katrina are tabulated in **Appendix C**.

- a. FEMA may reduce the federal share of assistance on permanent work projects to no less than 25% of eligible costs if a facility suffered damages due to the same type of hazard in the preceding 10 years and the owner failed to implement relevant mitigation measures (Stafford Act Sec. 406(b)(2); 42 U.S.C. §5172(b)(2)).
- b. CRS research into historical implementation of Stafford Act Sec. 428 projects indicates that Presidents and FEMA provide Sec. 428 assistance to align with the federal cost share established in a given declaration. Data sources include FEMA “428 data,” as of 8/21/20, provided directly to CRS by FEMA, and OpenFEMA, “Public Assistance Funded Projects—Details, v1,” <https://www.fema.gov/openfema-data-page/public-assistance-funded-projects-details-v1>.

## Meeting the Nonfederal Stafford Act Cost Shares

### Public Assistance (PA)

The PA nonfederal cost share is the responsibility of the Recipient (the state, tribe, or territory with the relevant Stafford Act declaration), though Recipients can and often do pass it on to Applicants (e.g., local governments, state agencies, and nonprofit entities receiving PA and HMGP funds) in whole or in part. For example, Florida covers one-half of the nonfederal share for PA awarded to local governments.<sup>11</sup> Federal regulations describe the means through which Recipients may meet the nonfederal cost share.<sup>12</sup> Recipients and/or Applicants may apply the value of donated goods, in-kind resources, and labor to fulfill the nonfederal cost share.<sup>13</sup> A state may also receive a loan or advance to cover the nonfederal share in certain extraordinary situations.<sup>14</sup>

Regulations prohibit the use of other federal funds to meet the nonfederal cost share, unless those funds are statutorily authorized to meet federal cost-share requirements.<sup>15</sup> For example, the U.S. Department of Housing and Urban Development’s (HUD) Community Development Block Grant (CDBG) and its Disaster Recovery Component (CDBG-DR) are often statutorily authorized to meet federal cost-share requirements for other federal programs.<sup>16</sup> Some Recipients and Applicants say they have found it cumbersome to use CDBG-DR and broader CDBG funding to satisfy the FEMA cost share.<sup>17</sup> In 2020, FEMA and HUD released joint guidance easing procedures for Applicants for both forms of assistance (known as a “flexible match” (see **Figure 1**)).<sup>18</sup>

<sup>11</sup> National Governors Association, “Cost Share Considerations for FEMA Public Assistance Grants,” memorandum, April 21, 2020, [https://www.nga.org/wp-content/uploads/2020/04/NGA-Memo\\_Cost-Share\\_Final.pdf](https://www.nga.org/wp-content/uploads/2020/04/NGA-Memo_Cost-Share_Final.pdf).

<sup>12</sup> 2 C.F.R. §200.306; see also FEMA, *Public Assistance Program and Policy Guide*, June 1, 2020, pp. 25-26, 88-92, [https://www.fema.gov/sites/default/files/documents/fema\\_pappg-v4-updated-links\\_policy\\_6-1-2020.pdf](https://www.fema.gov/sites/default/files/documents/fema_pappg-v4-updated-links_policy_6-1-2020.pdf).

<sup>13</sup> 2 C.F.R. §200.306(e)-(j); see also FEMA, *Public Assistance Program and Policy Guide*, June 1, 2020, pp. 25-26, 88-92, [https://www.fema.gov/sites/default/files/documents/fema\\_pappg-v4-updated-links\\_policy\\_6-1-2020.pdf](https://www.fema.gov/sites/default/files/documents/fema_pappg-v4-updated-links_policy_6-1-2020.pdf).

<sup>14</sup> Sec. 319 of the Stafford Act, 42 U.S.C. §5162; see also 44 C.F.R. §206.45.

<sup>15</sup> 2 C.F.R. §200.306(b)(5).

<sup>16</sup> For more information, see CRS Report R46475, *The Community Development Block Grant’s Disaster Recovery (CDBG-DR) Component: Background and Issues*, by Joseph V. Jaroscak.

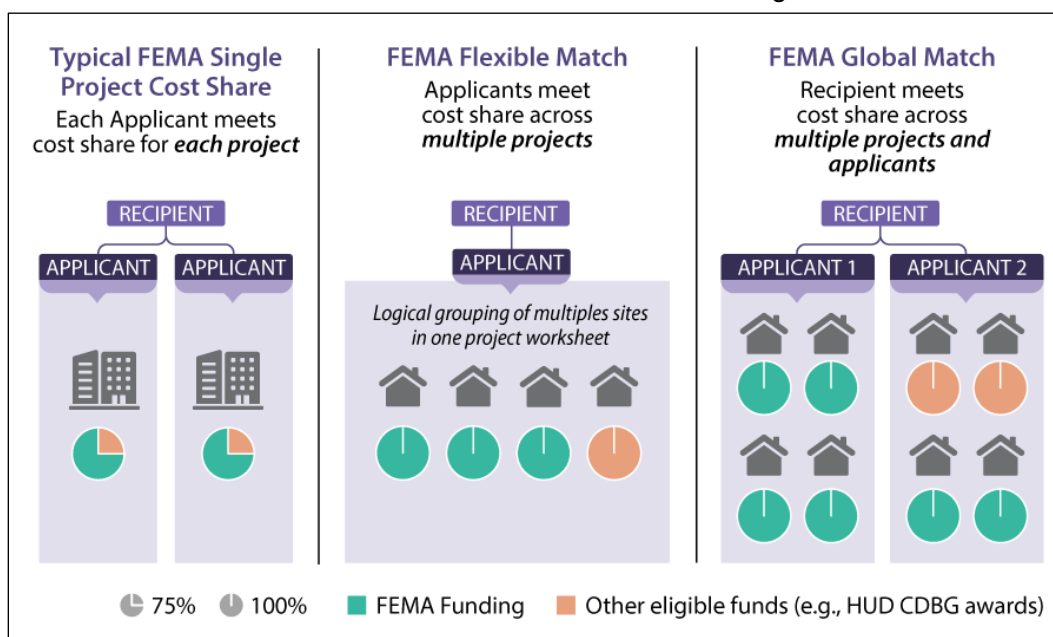
<sup>17</sup> See, for example, Alessandra Jerolleman, Race Hodges, and Miriam Belblidia, “Preventing Fraud Versus Preventing Risk Reduction—Are We Focusing Too Much on Making Sure That People Don’t Cheat?” in Jane Kushma and Jean Slick, eds., *Case Studies in Disaster Recovery*, 2023, pp. 69-85; GAO, *Puerto Rico Electricity: FEMA and HUD Have Not Approved Long-Term Projects and Need to Implement Recommendations to Address Uncertainties and Enhance Resilience*, GAO-21-54, November 2020, pp. 22-23.

<sup>18</sup> HUD and FEMA, “Implementation Guidance for Use of Community Development Block Grant Disaster Recovery Funds as Non-Federal Cost Share for the Public Assistance Program,” October 2020, available at [https://www.fema.gov/sites/default/files/2020-10/fema\\_hud\\_flexible-match-implementation-guidance\\_sop\\_10-14-2020.pdf](https://www.fema.gov/sites/default/files/2020-10/fema_hud_flexible-match-implementation-guidance_sop_10-14-2020.pdf).



**Figure 1. FEMA Typical Cost Share, Flexible Match, and Global Match**

Flexibilities Available for Certain Stafford Act Programs



**Source:** Adapted by CRS based on HUD and FEMA, "Implementation Guidance for Use of Community Development Block Grant Disaster Recovery Funds as Non-Federal Cost Share for the Public Assistance Program," October 2020, available at [https://www.fema.gov/sites/default/files/2020-10/fema\\_hud\\_flexible-match-implementation-guidance\\_sop\\_10-14-2020.pdf](https://www.fema.gov/sites/default/files/2020-10/fema_hud_flexible-match-implementation-guidance_sop_10-14-2020.pdf), and FEMA, *Hazard Mitigation Assistance Cost Share Guide*, May 2016, pp. 1-1 through 1-2.

**Notes:** FEMA currently authorizes a Flexible Match for Public Assistance Funds utilizing HUD funding to cover the nonfederal share. FEMA Global Match is only available for HMGP awards and may be combined with other nonfederal funds.

## Individual Assistance

Most Individual Assistance programs are 100% federally funded under current law—including Crisis Counseling, Disaster Case Management, Disaster Legal Services, Disaster Unemployment Assistance, and Housing Assistance provided through the Individuals and Household Program.<sup>19</sup> Only the Individuals and Households Program Assistance for Other Needs (ONA) includes a nonfederal cost share that must be borne by states.<sup>20</sup> The Stafford Act does not allow for donated goods to count towards the ONA cost-share requirement.<sup>21</sup> FEMA policy provides three options for the administration of the ONA cost share for states, tribes, and territories:

- **The "FEMA Option":** FEMA is entirely responsible for the administration of ONA, and the state, tribe, or territory reimburses FEMA for the nonfederal share.

<sup>19</sup> FEMA, *Individual Assistance Program and Policy Guide (IAPPG)*, v. 1.1, FP 104-009-03, May 2021, p. 5, [https://www.fema.gov/sites/default/files/documents/fema\\_iappg-1.1.pdf](https://www.fema.gov/sites/default/files/documents/fema_iappg-1.1.pdf). Cost shares for the Individuals and Households program is at Stafford Act Sec. 408(g), 42 U.S.C. §5174(g). For more information, see CRS Report R46014, *FEMA Individual Assistance Programs: An Overview*, by Elizabeth M. Webster.

<sup>20</sup> Stafford Act Sec. 408(g)(2)(B), 42 U.S.C. §5174(g)(2)(B).

<sup>21</sup> FEMA, *Disaster Operations Legal Reference*, vol. 4, September 25, 2020, p. 6-68 through 6-79.

- **The “Joint Option”:** FEMA and the affected state, tribe, or territory administer ONA jointly. FEMA reimburses the affected government for the federal share of assistance.
- **The “State, Territorial, or Tribal Government Option”:** the affected jurisdiction administers ONA independently. FEMA reimburses the affected government for the federal share of assistance.<sup>22</sup>

## Hazard Mitigation Assistance

As with FEMA Public Assistance, the nonfederal cost shares for the Hazard Mitigation Grant Program (HMGP) and Building Resilient Infrastructure and Communities (BRIC) projects are the responsibility of the state, tribe, or territorial government (STT) that receives a relevant Stafford Act declaration or BRIC award. However, STTs may pass the nonfederal share onto entities responsible for individual HMGP or BRIC projects, including local governments, nonprofits, or homeowners.<sup>23</sup>

HMGP and BRIC cost shares may be met with donated resources, Disaster Mitigation Loans from the Small Business Administration, funds available through the National Flood Insurance Fund’s Increased Cost of Compliance Funds, loans from the Safeguarding Tomorrow Revolving Loan Fund program, and/or other sources.<sup>24</sup> Stafford Act HMGP Recipients may elect to utilize a “global match” when using other federal funds to meet the nonfederal share for HMGP (see **Figure 1**). Under a “global match,” individual projects do not require a 25% cost share. Instead, the Recipient may contribute 25% towards all submitted projects funded by the program, affording more flexibility to Recipients and Applicants than a typical per-project cost-share requirement.<sup>25</sup>

## State and Local Cost Share Practices

As noted above, the Stafford Act specifies that the 25% nonfederal share for Individual Assistance for Other Needs is the responsibility of the state, tribe, or territory with the relevant Stafford Act declaration.<sup>26</sup> These cost shares may not be passed on to other entities.

Cost shares for Public Assistance, the Hazard Mitigation Grant Program, and BRIC may be passed onto those directly overseeing projects, in whole or in part. State approaches to meeting PA and HMGP cost shares vary. Recent surveys revealed that a plurality of states share the PA nonfederal cost share with local governments responsible for particular projects; 6 pay the entire share, and 17 states pay no portion (**Figure 2**). Far fewer states contribute to the nonfederal share for HMGP projects: 32 pay no portion and 3 cover the entire share (**Figure 3**). States pay for their portion of nonfederal shares in a variety of ways, including statewide disaster accounts and contingency accounts.<sup>27</sup>

<sup>22</sup> FEMA, *Individual Assistance Program and Policy Guide*, pp. 146-148.

<sup>23</sup> FEMA, *Hazard Mitigation Assistance Cost Share Guide*, May 2016, pp. 1-1 through 1-2.

<sup>24</sup> FEMA, *Hazard Mitigation Assistance Cost Share Guide*, May 2016, pp. 2-2 through 2-3, and FEMA, “FEMA’s Safeguarding Tomorrow Revolving Loan Fund Program,” <https://www.fema.gov/fact-sheet/femas-safeguarding-tomorrow-revolving-loan-fund-program>.

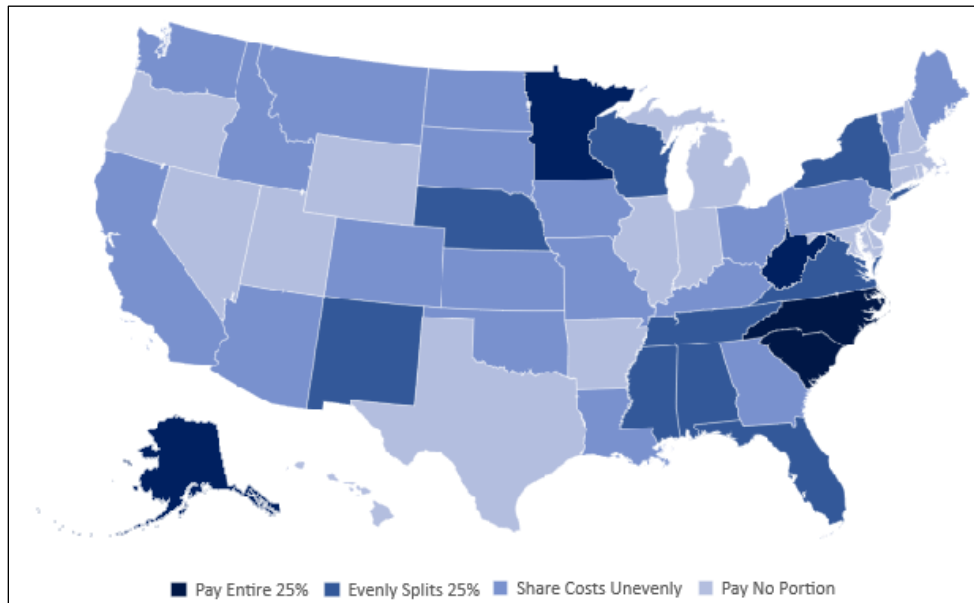
<sup>25</sup> FEMA, *Hazard Mitigation Assistance Cost Share Guide*, May 2016, pp. 4-1 through 4-4.

<sup>26</sup> Stafford Act Sec. 408(g)(2)(B), 42 U.S.C. §5174(g)(2)(B).

<sup>27</sup> For information on state approaches to managing disaster-related costs, see Colin Foard, “How States Pay for Natural Disasters in an Era of Rising Costs,” *Pew Trust*, May 12, 2020, <https://www.pewtrusts.org/en/research-and-analysis/reports/2020/05/how-states-pay-for-natural-disasters-in-an-era-of-rising-costs>.

**Figure 2. State Nonfederal Share Policies: Public Assistance**

According to the National Emergency Management Association

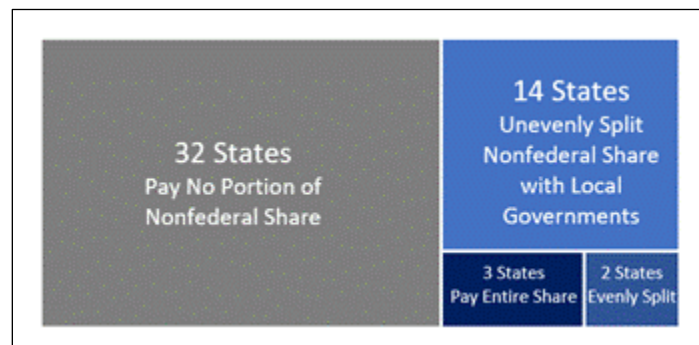


**Source:** CRS adaptation of National Emergency Management Association (NEMA), *Biennial Report 2022*, pp. 15-17, and CRS communication with authors.

**Note:** NEMA's report specified that these policies were in place for 25%, unadjusted PA nonfederal shares. Different policies may be in place when cost shares are adjusted. The District of Columbia pays the entire 25%.

**Figure 3. State Nonfederal Share Policies: Hazard Mitigation Grant Program**

According to the National Emergency Management Association



**Source:** CRS adaptation of National Emergency Management Association, *Biennial Report 2022*, p. 17.

## Cost Shares: Legislative History and Background

Congress has long debated how much the federal government should contribute to disaster relief and how much should be the responsibility of states and other nonfederal entities. Congress, executive agencies, and oversight bodies have gradually formalized cost-sharing arrangements for different types of assistance since the Disaster Relief Act of 1950 authorized standing federal disaster relief to affected communities in the United States (see **Appendix A**). This history reveals several trends. First, the specified federal share for various programs has generally increased. Second, the enactment of statutory cost shares often responded to executive proposals

to reduce federal shares for disaster relief. More recent statutory adjustments have focused on adjustments for particular entities, incidents, or projects.

## 1950–1970: Establishment of Federal Disaster Cost Shares

The Disaster Relief Act of 1950 (P.L. 81-875) required governors requesting federal assistance for disasters to certify that state and local governments had expended “a reasonable amount” on the incident.<sup>28</sup> No specific cost share structured such assistance. Particularly severe disasters in the early and mid-1960s prompted enactment of several supplementary disaster relief bills,<sup>29</sup> and generated congressional debate on the need for more comprehensive assistance that included assistance for restoring public facilities and damaged homes, among other losses. This debate accompanied proposals for individuals, states, and affected communities to “share part of the loss” with the federal government—particularly amid the growing scope and scale of federal assistance.<sup>30</sup> Cost-sharing requirements in Army Corps of Engineers programs, emergency assistance for federal aid roads, and the regional development assistance served as models for various disaster cost-share proposals.<sup>31</sup>

The Disaster Relief Act of 1966 (P.L. 89-769) was the first general disaster relief statute to specify quantified cost-sharing requirements. Under the statute, the federal government was to cover no more than half of the costs of repairing and reconstructing eligible disaster-damaged state and local public facilities (an early iteration of the FEMA Public Assistance program)—which was understood to be “a fair and reasonable cost sharing arrangement.”<sup>32</sup> When the Disaster Relief Act of 1969 (P.L. 91-79) further expanded federal assistance to include grants to states to help cover disaster-related losses incurred by individuals and families, it specified that states were to cover 50% of the costs.<sup>33</sup>

## 1970–1980: Concern over Growing Federal Role in Disaster Relief

These experiments with disaster cost-share requirements briefly ceased under federal disaster relief authorities enacted in 1970 and 1972, with new federal financial assistance specifically authorized at up to 100% of eligible costs following several years of severe, costly, and fatal disasters that were responsible for over 300 deaths.<sup>34</sup> Many Members soon expressed concern over the growing federal share of costs outlaid for disaster relief. A CRS report from 1973 requested by the House Committee found

<sup>28</sup> Sec. 2(a) of the Disaster Relief Act of 1950, P.L. 81-875.

<sup>29</sup> Following Incidents like the Pacific Northwest floods in 1964, the Palm Sunday tornado outbreak, and Hurricane Betsy, Congress and the President enacted the Pacific Northwest Disaster Relief Act of 1965 (P.L. 89-41) and the Southeast Hurricane Disaster Relief Act (P.L. 89-339).

<sup>30</sup> U.S. Congress, Senate Committee on Public Works, Subcommittee on Flood Control—Rivers and Harbors, “S. 1861, A Bill to Provide Additional Assistance for Areas Suffering a Major Disaster,” hearings, part 1, 89<sup>th</sup> Cong., 1<sup>st</sup> sess., June 21-22, 1965, pp. 172-173.

<sup>31</sup> See, for example, Rep. Edith Green, in U.S. Congress, Senate Committee on Public Works, Subcommittee on Flood Control—Rivers and Harbors, “Pacific Northwest Floods,” hearings, 89<sup>th</sup> Cong., 1<sup>st</sup> session, March 9-11, 1965, pp. 220-221.

<sup>32</sup> Statement of Rep. George Miller, U.S. Congress, Senate Committee on Public Works, Subcommittee on Flood Control—Rivers and Harbors, “S. 1861, A Bill to Provide Additional Assistance for Areas Suffering a Major Disaster,” hearings, part 2, 89<sup>th</sup> Cong., 1<sup>st</sup> sess., July 19-20, 1965, p. 104.

<sup>33</sup> Sec. 8 of P.L. 91-79.

<sup>34</sup> As authorized in the Disaster Relief Act of 1970, P.L. 91-606 and P.L. 92-385.

Federal spending is now a higher proportion of losses in major disasters than it was a decade ago ... 1970 marked a sharp increase in the extent of Federal assumption of disaster costs.... Federal assistance totaled 12 percent of disaster losses in Hurricane Betsy (1965), 17 percent for Hurricane Camille (1969), 44 percent for Hurricane Celia (1970), 58 percent for the California earthquake (1971) and 88 percent for Tropical Storm Agnes (1972).<sup>35</sup>

That same year, President Richard Nixon, in concert with 30 federal agencies and representatives of state, local, and territorial governments, released a special report evaluating current disaster relief authorities.<sup>36</sup> The Administration regretted that existing disaster authorities made the federal government “virtually the sole provider or recovery assistance.”<sup>37</sup> Introduced legislation proposed a 75% federal–25% nonfederal cost-sharing model for various forms of federal relief to offer “a more balanced program of true federalism, with individuals contributing to their own protection and each level of government doing what it can do best.”<sup>38</sup>

Not all of these proposals were adopted. The Disaster Relief Act of 1974 (P.L. 93-288) established a 75% federal–25% nonfederal arrangement for disaster-affected individuals and families (through the Individuals and Family Grant program, a precursor to the current Individuals and Households Program).<sup>39</sup> The statute authorized the federal government to cover up to 100% of the costs of assistance to state and local governments for the restoration of public facilities; assistance for debris removal and emergency response measures did not specify a cost share.<sup>40</sup> It required that governors certify, as a prerequisite for requesting federal assistance, that state and local government obligations and expenditures constitute “a reasonable amount.”<sup>41</sup>

## 1980–1988: Backlash Against Proposed Federal Share Reductions

In the absence of a specific cost share for Public Assistance, the first FEMA Director, John Williams Macy, Jr., first established the 75% federal–25% nonfederal cost share in 1980, following the eruption of Mt. St Helens in Washington State.<sup>42</sup> Following that incident, FEMA applied the cost share more broadly. In 1980, GAO reported that FEMA’s policy had provoked controversy, with many state officials reporting that the 25% nonfederal share exceeded their capacity and was thus unreasonable.<sup>43</sup> The *Los Angeles Times* reported:

<sup>35</sup> U.S. Congress, Senate Committee on Public Works, Subcommittee on Disaster Relief, *To Investigate the Adequacy and Effectiveness of Federal Disaster Relief Legislation*, Part 5, 93<sup>rd</sup> Cong., 1<sup>st</sup> sess., Sept. 11-13, 1973, No. 93-H6, p. 56.

<sup>36</sup> The White House, *New Approaches to Federal Disaster Preparedness and Assistance*, report to the House Committee on Public Works, 93<sup>rd</sup> Cong., 1<sup>st</sup> sess., May 14, 1973, p. 5.

<sup>37</sup> The report specifically referenced P.L. 92-385. The White House, *New Approaches to Federal Disaster Preparedness and Assistance*, report to the House Committee on Public Works, 93<sup>rd</sup> Cong., 1<sup>st</sup> sess., May 14, 1973, p. 89.

<sup>38</sup> Statement of Thomas Dunner, Administrator, Federal Disaster Assistance Administration, in U.S. Congress, Senate Committee on Public Works, Subcommittee on Disaster Relief, *To Investigate the Adequacy and Effectiveness of Federal Disaster Relief Legislation*, Part 5, 93<sup>rd</sup> Cong., 1<sup>st</sup> sess., Sept. 11-13, 1973, No. 93-H6, pp. 56-58.

<sup>39</sup> Sec. 408(a)-(b) of P.L. 93-288.

<sup>40</sup> U.S. Congress, “Disaster Relief Act of 1970,” report no. 91-1752, 91<sup>st</sup> Cong., 2<sup>nd</sup> sess., Dec. 15, 1970, p. 35; see also Senate Committee on Public Works, “Disaster Relief Act Amendments of 1974,” report no. 93-778, 93<sup>rd</sup> Cong., 2<sup>nd</sup> sess., p. 2.

<sup>41</sup> Sec. 301 of P.L. 93-288.

<sup>42</sup> See discussion in U.S. Congress, Senate Committee on Environment and Public Works, Subcommittee on Regional and Community Development, *Amending the Disaster Relief Act of 1974*, hearings, 97<sup>th</sup> Cong., 1<sup>st</sup> and 2<sup>nd</sup> sess., July 16 and 21, 1981, and April 20, 1982, particularly pp. 72-74.

<sup>43</sup> GAO, *Requests for Federal Disaster Assistance Need Better Evaluation*, CED-82-4, Dec. 7, 1981.



The ... President ... issued an executive order cutting the federal share to 75% of the cost, with the state and local government forced to come up with the rest or get no recovery aid.... [A FEMA representative comments that] “I don’t thinking (sic) I am speaking out of school to say there’s a great many of us in the agency who have been very worried and concerned about the impact of (Carter’s) executive orders ... from the time they were issued. We realized they can cause hardship and suffering almost in and of themselves.”<sup>44</sup>

Members of Congress debated the cost-share arrangement within months of implementation.<sup>45</sup> At FEMA’s request, Congress took up several proposals to codify the arrangement in order to “formalize” and fix a cost-sharing arrangement that had “always been difficult to obtain and document,” particularly the determination of “reasonable” contributions.<sup>46</sup> A Senate report on one proposed bill explained that cost share would additionally uphold “the supplemental nature of Federal aid which is a cardinal principle of the underlying Act” and help control costs by “making grantees ... have a stake in the long-term costs related to disaster projects.”<sup>47</sup>

Several bills introduced over successive Congresses took up the cost-sharing issue; none were enacted. In 1986, FEMA proposed new federal regulations intended to reduce the overall federal share of disaster relief to 50% of otherwise eligible costs, to be achieved through a combination of sliding scale cost shares, the introduction of cost shares to temporary housing and crisis counseling programs that were otherwise 100% federally funded, and state “deductibles” paid prior to receiving federal assistance.<sup>48</sup> Committee Members of both parties expressed “deep ... concern” that the procedures abandoned those in need and “cross[ed] over the line” of executive discretion, referring to the proposal as “planned federal neglect.”<sup>49</sup> Other Members spoke about the shortcomings of existing federal relief programs and stressed that, in practice, affected communities might ultimately pay much more than the nonfederal share apparent in specific federal programs:

You know, if we were getting 50 percent on the dollar right now, I would say, “Great, great, I will take the program, it gives me 50 percent on the dollar.” But we don’t get that now. They promise 75 percent, we are lucky if we get 38, 40 percent when we finally get approval on the projects that are supposed to be covered.<sup>50</sup>

<sup>44</sup> David Johnston, “U.S. Disaster Aid: It Too Is a Disaster,” *Los Angeles Times*, July 6, 1982, p. B1.

<sup>45</sup> U.S. Congress, Senate Committee on Environment and Public Works, Subcommittee on Regional and Community Development, *Amending the Disaster Relief Act of 1974*, hearings, 97<sup>th</sup> Cong., 1<sup>st</sup> and 2<sup>nd</sup> sess., July 16 and 21, 1981, and April 20, 1982, p. 5.

<sup>46</sup> U.S. Congress, Senate Committee on Environment and Public Works, Subcommittee on Regional and Community Development, *Amending the Disaster Relief Act of 1974*, hearings, 97<sup>th</sup> Cong., 1<sup>st</sup> and 2<sup>nd</sup> sess., July 16 and 21, 1981, and April 20, 1982; and U.S. Congress, Senate Committee on Environment and Public Works, *Report to Accompany S. 2250*, No. 97-259, 97<sup>th</sup> Cong., 2<sup>nd</sup> sess., May 28, 1982, pp. 2-3.

<sup>47</sup> U.S. Congress, Senate Committee on Environment and Public Works, *Report to Accompany S. 2250*, No. 97-259, 97<sup>th</sup> Cong., 2<sup>nd</sup> sess., May 28, 1982, p. 5.

<sup>48</sup> FEMA, “Disaster Assistance; Subpart C, the Declaration Process and State Commitments,” proposed rule, 51 *Federal Register* 13332-13336, April 18, 1986; FEMA, “Crisis Counseling Assistance and Training,” proposed rule, 51 *Federal Register* 13336-13340, April 18, 1986; and FEMA, “Temporary Housing Assistance,” proposed rule, 51 *Federal Register* 13340-13341, April 18, 1986.

<sup>49</sup> Chairman James Oberstar, Rep. William Clinger, Jr., Rep. Douglas Applegate, U.S. Congress, House Committee on Public Works and Transportation, Subcommittee on Investigations and Oversight, *Inquiry into FEMA’s Proposed Disaster Relief Regulations*, 99<sup>th</sup> Cong., 2<sup>nd</sup> sess., July 23, 1986, pp. 2, 13, 16. Rep. Newt Gingrich also said in the same hearing that “the American people do not want to turn their back on communities that need help....” (p. 6).

<sup>50</sup> Rep. Leon Panetta and Rep. Robert Lagomarsino similarly noted that many communities cover disaster relief costs ineligible for federal assistance, U.S. Congress, House Committee on Public Works and Transportation, Subcommittee on Investigations and Oversight, *Inquiry into FEMA’s Proposed Disaster Relief Regulations*, 99<sup>th</sup> Cong., 2<sup>nd</sup> sess., July 23, 1986, pp. 21-27.

Representatives of the League of Cities, U.S. Conference of Mayors, the National Governors Association, and the National Coordinating Council on Emergency Management, among others, criticized the proposals' reduction of support for nonfederal governments and departure from the authorizing statute.<sup>51</sup> Congress subsequently passed legislation prohibiting FEMA from implementing some of the proposals,<sup>52</sup> and FEMA withdrew the rulemaking.<sup>53</sup>

Congress revisited legislation to codify minimum federal shares for different relief programs, "so that FEMA cannot again attempt to reduce the federal share," according to one Member.<sup>54</sup> The enactment of the Robert T. Stafford Act in 1988 codified 75%-25% federal-nonfederal cost shares for both Public Assistance and financial assistance to individuals, while retaining 100% cost shares for temporary housing, crisis counseling, and unemployment insurance.<sup>55</sup> The Hazard Mitigation Grant Program assistance was originally authorized for up to 50% of eligible costs,<sup>56</sup> though that was increased to a 75% federal share in the Hazard Mitigation and Relocation Assistance Act of 1993 (P.L. 103-181).<sup>57</sup>

## 1988–Present: Adjustments for Mitigation, Flexibility, and Equity

The general 75% federal/25% nonfederal cost-share authorities for Public Assistance, Individual Assistance for Other Needs, and the Hazard Mitigation Grant Program enacted in the Stafford Act and the Hazard Mitigation and Relocation Assistance Act remain active, as does the 100% federal funding for other Stafford Act programs for individuals and households. However, subsequent legislation has authorized modified cost shares for certain types of applicants or projects in order to incentivize resilient building, reduce expenditures on disaster-prone properties, and increase support for particularly vulnerable communities. For example, the Disaster Mitigation Act of 2000 reduced the federal cost share for Public Assistance properties that had suffered repeated disaster losses.<sup>58</sup> The Disaster Mitigation Act of 2000 also authorized the provision of pre-disaster mitigation assistance, which included a federal cost share of 90% for "small, impoverished communities"—the first enacted cost share designed to address equity concerns.<sup>59</sup> More recently, the Bipartisan Budget Act of 2018 authorized the President to increase federal cost shares for Public Assistance for states, tribes, and territories that had undertaken a range of actions (such as adoption and enforcement of hazard-resistant building codes, or promoting purchase of hazard insurance), though this authority has not yet been implemented.<sup>60</sup> The Disaster Recovery Reform Act eliminated penalties (in the form of reduced federal shares) for "alternative" restoration

<sup>51</sup> U.S. Congress, House Committee on Public Works and Transportation, Subcommittee on Investigations and Oversight, "Inquiry into FEMA's Proposed Disaster Relief Regulations," 99<sup>th</sup> Cong., 2<sup>nd</sup> sess., July 23, 1986.

<sup>52</sup> 99<sup>th</sup> Congress, H.R. 5488, "Disaster Relief Act Amendments of 1986."

<sup>53</sup> U.S. Congress, House Committee on Public Works and Transportation, Subcommittee on Water Resources, *Reauthorization of the Federal Disaster Relief Program*, 100<sup>th</sup> Cong., 1<sup>st</sup> sess., July 21, 1987, pp. 2-3.

<sup>54</sup> Rep. James Oberstar, U.S. Congress, House Committee on Public Works and Transportation, Subcommittee on Water Resources, *Reauthorization of the Federal Disaster Relief Program*, 100<sup>th</sup> Cong., 1<sup>st</sup> sess., July 21, 1987, p. 4.

<sup>55</sup> As under current law, the Stafford Act authorized assistance for nonfederal governments and nonprofits with a minimum 75% cost share that could be increased by the President. Statute established a fixed 75% federal cost share for financial assistance to individuals and household, with states (not individuals) paying the 25% nonfederal share, and no ability for the President to modify the arrangement.

<sup>56</sup> Sec. 404 of P.L. 93-288, 42 U.S.C. §5170c.

<sup>57</sup> Sec. 2(a) of P.L. 103-181, as it amended Sec. 404 of the Stafford Act, 42 U.S.C. §5172(b).

<sup>58</sup> Sec. 205(b) of P.L. 106-390, as it amended Sec. 406(b) of the Stafford Act, 42 U.S.C. §5172(b).

<sup>59</sup> Sec. 102 of P.L. 106-390, as it added Sec. 203(h) of the Stafford Act, 42 U.S.C. §5133(h).

<sup>60</sup> Sec. 20606 of P.L. 115-123, as it amended Sec. 406(b) of the Stafford Act, 42 U.S.C. §5172(b).

projects undertaken when a community determines new designs are in the public interest.<sup>61</sup> Most recently, the Community Disaster Resilience Zones Act of 2022 authorized the President to increase the federal share for pre-disaster mitigation (BRIC) for zones including census tracts with high hazard risks.<sup>62</sup>

Congress and the President also enacted a number of bills authorizing cost-share adjustments for particularly severe or widespread incidents, including assistance for hurricanes in 2005, 2008, and 2017 (including Hurricanes Katrina, Ike, Harvey, Irma, and Maria), the 2017 wildfires, and the COVID-19 pandemic (see **Appendix B** and **Appendix C**).

## Cost-Share Adjustments: Trends and Context

As noted earlier, the Stafford Act permits the President to increase the federal share of authorized Public Assistance for a given declaration.<sup>63</sup> The President may also decrease the federal share of assistance authorized for HMGP or BRIC,<sup>64</sup> though CRS did not locate instances of such actions since 1995.<sup>65</sup> No federal regulations specify the conditions under which FEMA may recommend such a reduction.

According to regulations, FEMA may recommend that the President increase the PA cost share:

- to up to 90% for PA for both emergency work and/or permanent work “whenever a disaster is so extraordinary that actual Federal obligations under the Stafford Act, excluding FEMA administrative cost, meet or exceed a qualifying threshold” that is adjusted annually.<sup>66</sup> The threshold for CY2023 is \$173 dollars per capita statewide.<sup>67</sup>
- to up to 100% for emergency work only when “warranted by the needs of the disaster ... for a limited period in the initial days of the disaster irrespective of the per capita impact.”

Additionally, the Insular Areas Act (P.L. 95-348, as amended) authorizes certain agencies to “waive any requirement for matching funds otherwise required by law to be provided by the Insular Area involved...,” which Presidents have invoked to modify cost share requirements for HMGP and ONA that are otherwise fixed in statute.<sup>68</sup> For example, President William J. Clinton

<sup>61</sup> Sec. 1207(a)(1)-(2) of P.L. 115-254; Sec. 406(b) of the Stafford Act, 42 U.S.C. §5172(b).

<sup>62</sup> Sec. 3(g) of P.L. 117-255, 42 U.S.C. §5136(g).

<sup>63</sup> See, for example, 42 U.S.C. §5193(a), which states “[t]he Federal share for assistance ... shall be equal to not less than 75 percent of the eligible costs”; and 42 U.S.C. §5170b(b), which states “[t]he Federal share of assistance ... shall be not less than 75 percent of the eligible cost of such assistance.”

<sup>64</sup> See 42 U.S.C. 5170c, which states, “The President may contribute up to 75 percent of the cost of hazard mitigation measures....” and 42 U.S.C. 5133(h).

<sup>65</sup> CRS’s methodology for identifying Stafford Act cost share adjustments is detailed in **Appendix B**. Notably, the President did reduce the overall amount of HMGP (vs. the cost share for projects) provided for New York’s major disaster declaration for the September 11<sup>th</sup> terrorist attacks to 5% of the estimated aggregate amounts of other Stafford Act assistance for the incident. At the time, it could be authorized to up to 15% of the aggregate amount for a given incident. See Stafford Act Sec. 404, 42 U.S.C §5170c, as established by P.L. 103-181.

<sup>66</sup> 44 C.F.R. §206.47(b).

<sup>67</sup> FEMA Advisory, “CY 2023 Consumer Price Index (CPI) Adjustments,” February 1, 2023. Provided to CRS by FEMA Congressional Affairs.

<sup>68</sup> 48 U.S.C. §1469a(d).



invoked the Insular Areas Act to authorize a 90% cost share for the Individuals and Family Grant program for Guam following Typhoon Paka in 1997.<sup>69</sup>

Such cost-share adjustments have sometimes generated concern among oversight entities.<sup>70</sup> In 2012, the Government Accountability Office (GAO) found, among other issues, that there were no consistent, transparent procedures regarding the extension of cost-share waivers for Public Assistance for emergency work. GAO recommended that the FEMA Administrator develop and implement specific criteria for evaluating and extending cost-share adjustments of up to 100%.<sup>71</sup> The recommendation was closed without implementation, with the following explanation:

Although FEMA initially concurred with this recommendation, FEMA has concluded that it will not establish specific criteria or factors to use when evaluating requests for cost share adjustments that would result in the federal government paying up to 100 percent of disaster costs. FEMA conducted a historical review of the circumstances that previously led to these cost share adjustments, and determined that each circumstance was unique in nature and could not be used to develop criteria or factors for future decision making. In addition, implementing criteria broad or flexible enough to capture these unique events would likely result in cost share adjustments for events that would not warrant an adjustment.<sup>72</sup>

## Trends

CRS used several publicly available databases to identify administrative and legislative Stafford Act cost-share adjustments. The following section identifies trends in legislative and administrative cost-share adjustments implemented since 1995 that could be identified by CRS.<sup>73</sup> CRS counted unique adjustments for distinct programs (e.g., Public Assistance, Individual Assistance for Other Needs), types of assistance (e.g., for Debris Removal), amounts (e.g., 90% federal share), and durations (time-limited, permanent).

A list of enacted statutory adjustments for specific incidents appears in **Appendix B**. A tabulation of administrative adjustments implemented for major disasters since 1995 is available in **Appendix C**.

## Cost-Share Adjustments by Type, 1995-2023

### *Statutory vs. Administrative Adjustments*

Stafford Act cost-share adjustments have taken several forms. Since 1995, the President has initiated less than half of all cost-share adjustments (referred to as “administrative adjustments”), while statutory adjustments accounted for the remainder (see **Table 2**). Congressional cost-share

<sup>69</sup> See FEMA, “Government of Guam; Amendment to Notice of a Major Disaster Declaration,” notice, 65 *Federal Register* 79367, December 19, 2000.

<sup>70</sup> 44 C.F.R. §206.47(d).

<sup>71</sup> GAO, “Federal Disaster Assistance: Improved Criteria Needed to Assess a Jurisdiction’s Capability to Respond and Recover on Its Own,” GAO-12-838, Sept. 12, 2012, <https://www.gao.gov/products/gao-12-838>.

<sup>72</sup> GAO, “Federal Disaster Assistance: Improved Criteria Needed to Assess a Jurisdiction’s Capability to Respond and Recover on Its Own,” GAO-12-838, Sept. 12, 2012, <https://www.gao.gov/products/gao-12-838>.

<sup>73</sup> A full description of the methodology is included in the appendices. This data represents the final cost-share adjustments for a given incident; it does not include initial cost-share adjustments that were ultimately superseded by greater federal cost shares and/or cost-share increases of a longer duration. For example, this analysis does not include data on an initial temporary cost-share increase for an incident that was ultimately superseded by a permanent 100% cost share increase for the same program.

adjustments for specific incidents has increased during this time period, including with the enactment of the Consolidated Appropriations Act, 2022, which ordered that the federal government shall cover a minimum of 90% of eligible costs for all Stafford Act assistance authorized for a given incident declared or occurring between calendar years 2020-2021, excepting declarations for the COVID-19 pandemic.<sup>74</sup> The Consolidated Appropriations Act, 2022 authorized cost-share increases for 220 declarations under the Stafford Act<sup>75</sup>—far more than any previous legislative cost-share adjustments targeting particular incidents.

**Table 2. Cost-Share Adjustments by Authority**

Authorized Since 1995, as Identified by CRS

Authority	Declarations Affected	Number of Cost-Share Adjustments
<b>Administrative Actions</b>	<b>311</b>	<b>607</b>
<b>Statutory Actions</b>	<b>310</b>	<b>815</b>
Balanced Budget Act of 1997, P.L. 105-33	1	1
Cerro Grande Fire Assistance Act, 2000, P.L. 106-246	2	6
Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006, P.L. 109-234	1	5
U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007, P.L. 110-28	10	40
Supplemental Appropriations Act, 2009, P.L. 111-32	4	12
Supplemental Appropriations Act, 2010, P.L. 111-212	6	16
Bipartisan Budget Act of 2018, P.L. 115-123	2	2
Consolidated Appropriations Act, 2019, P.L. 116-6	3	6
Coronavirus Response and Relief Supplemental Appropriations Act, 2021, P.L. 116-260	59	59
Consolidated Appropriations Act, 2022, P.L. 117-103	220	663
Calf Canyon Fire Assistance Act, P.L. 117-180	1	5

**Source:** Compiled by CRS using federalregister.gov, Congress.gov, and OpenFEMA. Full section citations and summaries are available in Table B-1.

**Notes:**

- Data reflects unique adjustments by program, amount, duration, and type of assistance. For example, an adjustment authorizing a 100% waiver for Public Assistance for Debris Removal and Emergency Protective Measures for the same incident would be treated as two adjustments.
- Some statutory cost-share adjustments superseded administrative adjustments; both statutory and administrative adjustments are counted as discrete data (e.g., an administrative 100% cost-share waiver that is subsequently codified will appear as two adjustments, one administrative and one statutory).

The Coronavirus Response and Relief Supplemental Appropriations Act, 2021, P.L. 116-260 adjusted cost-shares for all COVID-19 pandemic Stafford Act declarations. FEMA did not modify 41 emergency declarations for tribes, and noted that “[t]ribal members may apply and receive assistance under the applicable state or territory declaration.” For this reason, only the 59 major disaster declarations for the pandemic are included in the table above. FEMA, “COVID-19 Funeral Assistance Individuals and Households Program Policy,” v.2., FEMA Policy # 104-21-0001, June 29, 2021.

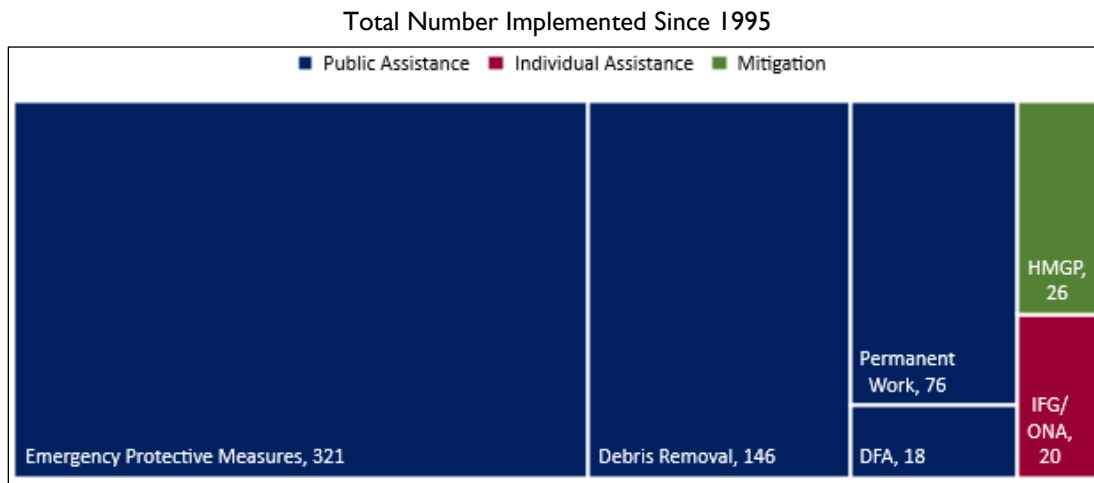
<sup>74</sup> Div. F, Sec. 311 of the Consolidated Appropriations Act, 2022, P.L. 117-103.

<sup>75</sup> As listed in FEMA, “Amendments of Emergency and Major Disaster Declarations,” 87 *Federal Register* 26362.

### Administrative Adjustments by Program

As illustrated in **Figure 4**, most administrative cost-share adjustments represent federal cost-share increases for FEMA Public Assistance. A smaller number increase federal shares for the Hazard Mitigation Grant Program or Individual Assistance for Other Needs and its predecessor, the Individuals and Family Grant program. These adjustments exercise authorities available under the Insular Areas Act to waive certain cost-share requirements for the five major territories.<sup>76</sup>

**Figure 4. Administrative Stafford Act Cost-Share Adjustments by Program**



**Source:** Compiled by CRS using searches of Federal Register.Gov and OpenFEMA.

**Notes:** IFG = Individuals and Family Grant Program (precursor to current-day Individuals and Households Program); ONA = Individual Assistance for Other Needs; HMGP = Hazard Mitigation Grant Program; DFA = Direct Federal Assistance (e.g., federal personnel, supplies, facilities provided directly to affected communities).

### Cost-Share Adjustments: Duration

As noted earlier, federal regulations specify that FEMA may recommend that the President increase the federal share for emergency work to up to 100% for a “limited period of time” when warranted by the severity of the event.

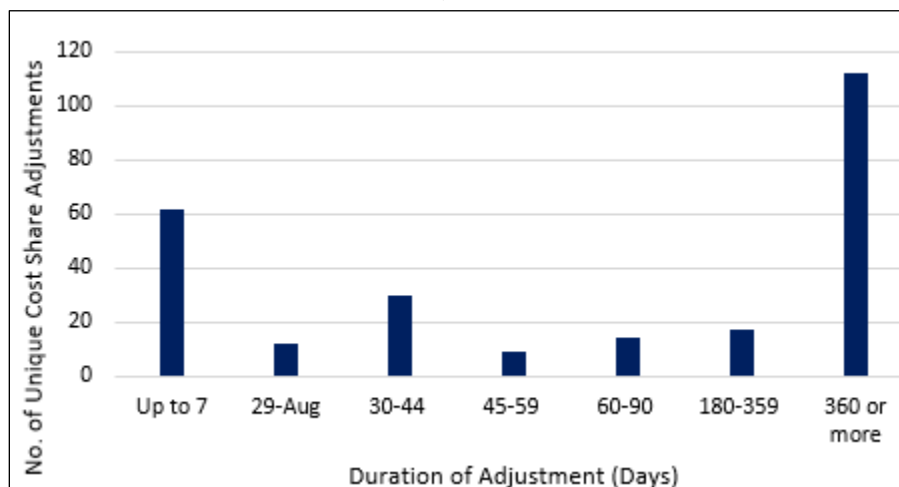
Just under half of administrative adjustments are time-limited, with the remaining being permanent increases of the federal share of assistance. Historical adjustments indicate that different administrations have interpreted “a limited period of time” to refer to a period of two days to up to several months (see **Figure 5**). Such limited-time cost-share waivers in the 1990s and 2000s typically lasted as little as 48-72 hours.<sup>77</sup> Cost-share waivers lasting under one week diminished around 2009, and have generally given way to waivers of 30-60 days or more.

<sup>76</sup> The Insular Areas Act specifies that “[t]he administering authority of any department or agency, in its discretion, may (i) waive any requirement for matching funds otherwise required by law to be provided by the Insular Area involved and (ii) waive the requirement that any Insular Area submit an application or report in writing with respect to any consolidated grant” (48 U.S.C. §1469a(d)).

<sup>77</sup> President William J. Clinton frequently delegated authority to modify the duration of Stafford Act cost-share waivers to FEMA Administrator James Lee Witt, whose position was included in the President’s Cabinet. See, for example, declarations for Hurricane Georges in 1998, which generally included the allowance that “the time period may be extended, if warranted” (FEMA, “Louisiana; Amendment No. 2 to Notice of a Major Disaster Declaration,” notice, 63 *Federal Register* 56029, October 20, 1998); as well as declarations for Hurricane Hortense in 1996, which included (continued...)

As illustrated in **Figure 4**, some time-limited adjustments have lasted well over a year; almost all of these pertain to the COVID-19 pandemic. Upon assuming office in January 2021, President Biden increased the federal cost share for Public Assistance provided for the Stafford Act declarations for the COVID-19 pandemic from 75% to 100%.<sup>78</sup> The cost-share waiver ultimately lasted for an unprecedented 894 days, from January 20, 2020, to July 1, 2022, with a 90% cost share available thereafter through May 11, 2023.<sup>79</sup> Prior to that, the longest cost-share adjustments pertained to Louisiana’s and Mississippi’s major disaster declarations for Hurricane Katrina, which afforded cost-share waivers for debris removal for 490 and 625 days, respectively.<sup>80</sup>

**Figure 5. Duration of Time-Limited Cost-Share Adjustments**  
Administrative Adjustments Since 1995



**Source:** Compiled by CRS using federalregister.gov and OpenFEMA.

**Note:** Data reflect final cost-share adjustments, specific to each form of assistance. A 72-hour cost-share waiver for debris removal and emergency protective measures extended for 30 days appears as two, 33-day waivers. When adjustments are delimited by a certain date (vs. a specified period of time), the incident period is generally included in the duration, as FEMA notes that PA awards begin on the first day of the incident period (FEMA, *PAPPG 2020*, p. 26).

language that “you or your designee may extend the time period for this direct Federal assistance funding, if necessary” (FEMA, “Virginia: Major Disaster and Related Determinations,” notice, 61 *Federal Register* 49774, September 23, 1996).

<sup>78</sup> President Joseph R. Biden, “Memorandum to Extend Federal Support to Governors’ Use of the National Guard to Respond to COVID-19 and to Increase Reimbursement and Other Assistance Provided to States,” January 21, 2021, <https://www.whitehouse.gov/briefing-room/presidential-actions/2021/01/21/extend-federal-support-to-governors-use-of-national-guard-to-respond-to-covid-19-and-to-increase-reimbursement-and-other-assistance-provided-to-states/>; President Joseph R. Biden, Jr. “Memorandum on Maximizing Assistance to Respond to COVID-19,” March 1, 2022, <https://www.whitehouse.gov/briefing-room/presidential-actions/2022/03/01/memorandum-on-maximizing-assistance-to-respond-to-covid-19-2/>; FEMA Advisory, “COVID-19 Cost Share Extension,” March 1, 2022; FEMA Advisory, “COVID-19 Cost Share Extension,” March 1, 2022, [https://www.fema.gov/sites/default/files/documents/fema\\_covid-19-cost-share-extension\\_03012022.pdf](https://www.fema.gov/sites/default/files/documents/fema_covid-19-cost-share-extension_03012022.pdf).

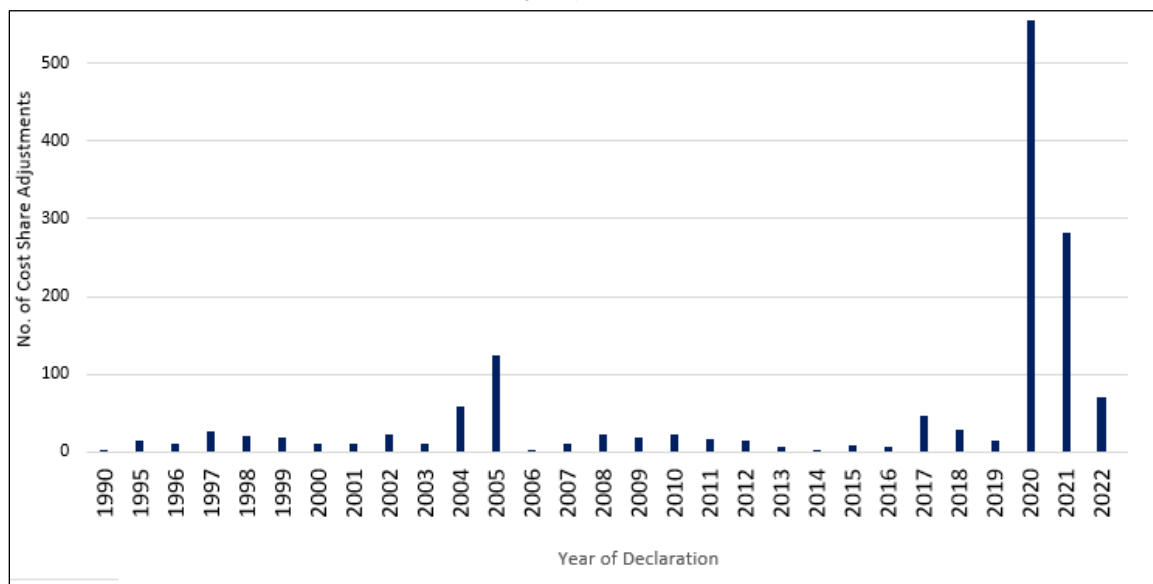
<sup>79</sup> FEMA, “Major Disaster Declarations: COVID-19 Pandemic,” 87 *Federal Register* 26366, May 4, 2022.

<sup>80</sup> FEMA, “Louisiana; Amendment No. 11 to Notice of a Major Disaster Declaration,” notice, 71 *Federal Register* 41228, July 20, 2006; and FEMA, “Mississippi; Amendment No. 14 to Notice of a Major Disaster Declaration,” notice, 71 *Federal Register* 41228, July 20, 2006.

## Cost-Share Adjustments by Year

The number of Stafford Act cost-share adjustments extended has spiked in the past two years (**Figure 6**). President Biden’s extension of a 100% cost share for Public Assistance for the pandemic affected over 100 declarations. Subsequently, the enactment of the Consolidated Appropriations Act, 2022 authorized federal share increases for 220 Stafford Act declarations issued in 2020 and 2021. Other years with numerous cost-share adjustments included those issued for the 2005 hurricane season and the 2017 hurricane season.

**Figure 6. Cost-Share Adjustments by Declaration Year**  
Administrative and Statutory Adjustments Authorized, 1995-2022



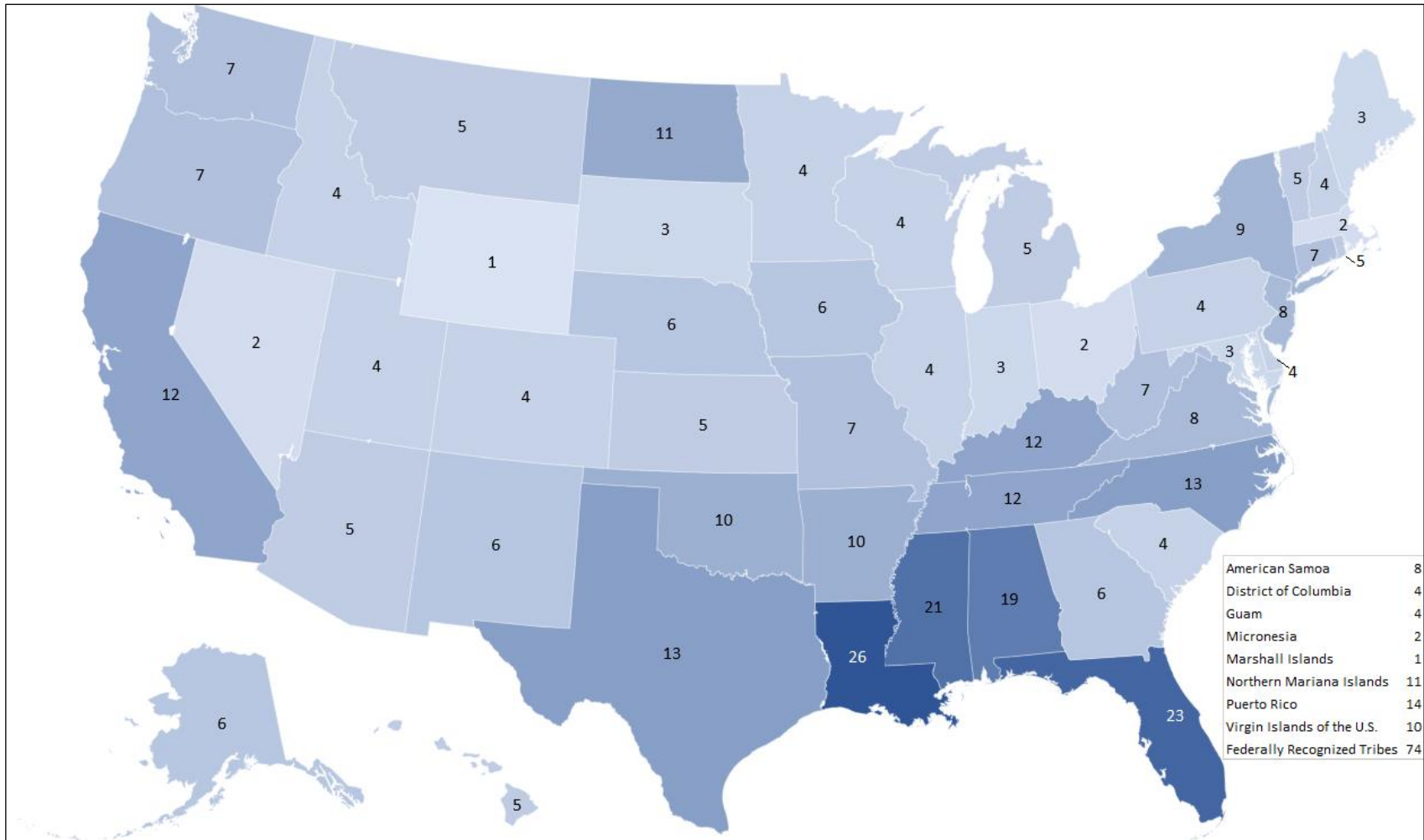
**Source:** Compiled by CRS using Congress.gov, federalregister.gov, and OpenFEMA.

## Cost-Share Adjustments—Geographic Distribution

The geographic distribution of cost-share adjustments generally reflects the geography of some of the most severe, expensive disasters since 1995. For example, Congress and presidents issued numerous cost-share adjustments to provide additional federal assistance following the destruction wrought by Hurricanes Katrina, Rita, and Wilma in the southeast; the terrorist attacks of September 11, 2001; Hurricanes Harvey, Irma, and Maria (2017); and the California wildfires since 2017 (see **Figure 7**). Federally recognized tribal governments have received 74 cost-share adjustments for federally recognized tribes; most of those pertain to the COVID-19 pandemic.

**Figure 7. Declarations Affected by Cost-Share Adjustments, by State and Territory**

January 1995–June 2023



**Source:** Analysis based on cost-share adjustments announced in [federalregister.gov](https://www.federalregister.gov), with reference to OpenFEMA declarations data.

## Issues for Congress

### Cost Shares as Incentives and Disincentives

Congress has treated Stafford Act cost shares as a tool to incentivize certain behaviors in disaster-affected communities (e.g., cost-effective, timely project completion, hazard-resilient rebuilding, insurance purchasing, building code adoption, preparedness) and disincentivize others (rebuilding repetitively damaged properties, unreasonable spending, overreliance on federal funds and emergency resources).

Congressional priorities have evolved since the existing, program-wide cost shares were established in statute in the late 1980s and early 1990s; Congress may consider amending cost shares accordingly. In recent years, for instance, Congress has underscored the importance of building resiliently and undertaking mitigation to reduce the costs and casualties of future disasters, while also raising concern about the growing costs of expensive post-disaster response and recovery.<sup>81</sup> However, existing statute caps post-disaster Hazard Mitigation Grant Program assistance and sets a maximum 75% federal share for eligible costs, while Public Assistance for post-disaster response and recovery includes no cap and includes a *minimum* 75% federal share. Some experts have found that the federal government invests \$7 in post-disaster recovery for every \$1 in mitigation and resilience.<sup>82</sup> Congress may consider authorizing an increased federal share for HMGP to incentivize resiliency,<sup>83</sup> and reducing the federal share for certain response and recovery projects in line with congressional priorities (for example, reducing spending in particularly hazard-prone areas). Congress could also consider authorizing higher federal cost shares or cost-share waivers to incentivize certain desirable pre-disaster or post-disaster outcomes and/or projects—for example, recommencing full-time schooling following severe incidents to reduce student displacement, restoring power and communications services, or completing low-emissions projects. Congress enacted similar authorities in the Bipartisan Budget Act of 2018, which authorized the President to increase the federal share for certain recovery projects to incentivize insurance purchasing and building code adoption; eligible activities could be expanded to reflect additional congressional priorities.

### Role of FEMA and the President

The presidential authority to modify cost shares for Public Assistance and the Hazard Mitigation Grant Program assistance affords significant executive discretion over large portions of federal spending on disasters. FEMA, similarly, exercises significant authority when recommending such cost-share adjustments. These authorities have sometimes generated controversy and concern regarding political motivations behind the provision of federal relief.<sup>84</sup> For example, President Donald J. Trump increased the federal share for PA for permanent work to 90% in Puerto Rico

<sup>81</sup> See, for example, Rep. Peter DeFazio, oral testimony, U.S. Congress, Senate Committee on Homeland Security and Governmental Affairs, *FEMA: Prioritizing a Culture of Preparedness*, 115<sup>th</sup> Cong., 2<sup>nd</sup> sess., April 11, 2018, S.Hrg. 115-442, pp. 6-7; and DRR, Div. D of P.L. 115-254, especially secs. 1235(b)-(d).

<sup>82</sup> Sadie Frank, Eric Gesick, and David G. Victor, *Inviting Danger: How Federal Disaster, Insurance, and Infrastructure Policies Are Magnifying the Harm of Climate Change*, Brookings Institution, p. 16.

<sup>83</sup> See, for example, S. 485, 118<sup>th</sup> Cong.

<sup>84</sup> See, for example, Thomas Husted and David Nickerson, “Electoral Incentives, Presidential Disaster Declarations and Federal Disaster Aid,” April 29, 2012, available at SSRN, <https://ssrn.com/abstract=2576937> or <http://dx.doi.org/10.2139/ssrn.2576937>.



following Hurricane María.<sup>85</sup> The assistance was conditioned on Puerto Rico's use of alternative procedures that transfer cost overruns entirely to affected communities (removing the federal share) and the formation of a fiscal oversight body, among other requirements.<sup>86</sup> Following congressional concern over the consequences for Puerto Rico and the politics of the decision,<sup>87</sup> Congress amended the Stafford Act to prohibit the conditioning of federal assistance in this way.<sup>88</sup>

Congress may consider redressing concerns that decisions over whether and how to increase the federal shares for Stafford Act assistance may be politicized. Congress could, for example, establish statutory parameters for such increases, require FEMA to implement more detailed rulemaking on their procedures (particularly for administrative waivers of nonfederal cost shares), or require FEMA to release analyses of historical cost-share increases to increase transparency and foster trust in agency procedures. Alternatively, Congress may retain the initial deference to FEMA's expertise and presidential discretion demonstrated in current authorities.

## Balancing Federal and Nonfederal Roles and Responsibilities

Congress intended Stafford Act cost shares to help reinforce the tenet of shared responsibility for disasters across levels of government. Congress may revisit this tenet as both Congress and the President increase the federal share of Stafford Act assistance with increasing frequency. Some experts have raised concerns that the growing federal role in disaster relief may lead to state and local overreliance on federal resources, personnel, and funds—potentially discouraging nonfederal investment in hazard mitigation, disaster budgeting, and incentivizing risky development.<sup>89</sup> For its part, FEMA has persistently stressed that the agency must judiciously conserve its financial and nonfinancial resources to be able to respond to the most catastrophic incidents. In 2020, for example, FEMA wrote:

FEMA is unable to properly meet ... demands when such a large portion of FEMA's staffing and focus are committed to numerous and cumulative smaller disasters that are actually, or should be, within the States' capabilities to handle on their own.... In order to build a more prepared and resilient nation, it is essential that State, local, Tribal, and Territorial governments continually mitigate risk to hazards posed by natural disasters, and

<sup>85</sup> FEMA, "Puerto Rico; Amendment No. 5 to Notice of a Major Disaster Declaration," 82 *Federal Register* 53514, November 16, 2017.

<sup>86</sup> FEMA, "Puerto Rico; Amendment No. 5 to Notice of a Major Disaster Declaration," 82 *Federal Register* 53514, November 16, 2017.

<sup>87</sup> Letter from Peter A. DeFazio, Ranking Member, Committee on Transportation and Infrastructure, Bennie G. Thompson, Ranking Member, Committee on Homeland Security, and Frank Pallone, Jr., Ranking Member, Committee on Energy and Commerce, to William B. "Brock" Long, FEMA Administrator, March 20, 2018; Letter from Senators Robert Menendez, Sherrod Brown, Elizabeth Warren, and Catherine Cortez Masto, to Kathy Kraninger, OMB Program Associate Director, July 10, 2018, pp. 2-3; and Rep. DeFazio, U.S. Congress, House Committee on Transportation and Infrastructure, *Emergency Response and Recovery: Central Takeaways from the Unprecedented Hurricane Season*, hearing, 115<sup>th</sup> Cong., 1<sup>st</sup> sess., Nov. 2, 2017, H.Hrg. 115-29 (Washington, DC: GPO, 2017), p. 95.

<sup>88</sup> Division D, Sec. 1207(c) of P.L. 115-254, as it amended Sec. 428(d)(2) of the Stafford Act, 42 U.S.C. §5189f(d)(2).

<sup>89</sup> Jason Thomas Barnosky, Noreen Clancy, and Lloyd Dixon, *Insuring Public Buildings, Contents, Vehicles, and Equipment Against Disasters*, RAND, 2020, [https://www.rand.org/pubs/research\\_reports/RRA332-1.html](https://www.rand.org/pubs/research_reports/RRA332-1.html); GAO, *Budgeting for Disasters: Approaches to Budgeting for Disasters in Selected States*, GAO-15-424, March 2015, <https://www.gao.gov/assets/gao-15-424.pdf>; Sadie Frank, Eric Gesick, and David G. Victor, *Inviting Danger: How Federal Disaster, Insurance, and Infrastructure Policies Are Magnifying the Harm of Climate Change*, Brookings Institution, March 2021, [https://www.brookings.edu/wp-content/uploads/2021/03/Inviting\\_Danger\\_FINAL.pdf](https://www.brookings.edu/wp-content/uploads/2021/03/Inviting_Danger_FINAL.pdf).



build their response and recovery capabilities for future incidents, including the creation of dedicated financial reserves to respond to incidents.<sup>90</sup>

Given these concerns, Congress may consider reducing the federal share of post-disaster response and recovery assistance, or restricting authorities to increase the federal share for Public Assistance.<sup>91</sup> Congress could also reduce the federal share of assistance for states that lack current, enforced hazard-resistant building codes or disaster preparedness capability, though these options may particularly burden small, low-income communities. Alternatively, Congress may consider alternative means to incentivize nonfederal governments to build financial capacity, staffing and resources to manage future disasters—for example, by requiring states to maintain disaster reserves or permanently employ disaster mitigation personnel in order to access federal assistance.

## Equity and Cost-Share Adjustments

Disaster-affected communities and their congressional representatives have raised concerns about the burdens imposed by Stafford Act cost shares for decades.<sup>92</sup> Lower-income communities that are unable to meet the 25% nonfederal cost shares for PA, HMGP, and ONA may struggle to recover, or not pursue every possible assistance opportunity.<sup>93</sup> Some recent research and reporting support these concerns.<sup>94</sup> GAO and other experts have also found that cost-share adjustments are extended without transparency or consistency—which risks inequitable distribution of federal relief.<sup>95</sup> Furthermore, FEMA currently recommends permanent federal share increases for Public Assistance if other disaster aid exceeds certain thresholds—which may favor more densely-built communities with higher property values and higher homeownership rates.<sup>96</sup>

<sup>90</sup> FEMA, Department of Homeland Security (DHS), “Proposed Rule: Cost of Assistance Estimates in the Disaster Declaration Process for the Public Assistance Program,” 85 *Federal Register* 80719-80745, December 14, 2020, quote at 80723-80724.

<sup>91</sup> David Conrad and Edward Thomas, “Reforming Federal Support for Risky Development,” *The Hamilton Project*, 2013, pp. 4-6, [https://www.hamiltonproject.org/assets/legacy/files/downloads\\_and\\_links/THP\\_15WaysFedBudget\\_Prop2.pdf](https://www.hamiltonproject.org/assets/legacy/files/downloads_and_links/THP_15WaysFedBudget_Prop2.pdf).

<sup>92</sup> See, for example, testimony of Governor Albert Bryan Jr., U.S. Virgin Islands, in U.S. Congress, Senate Committee on Energy and Natural Resources, *The State of the U.S. Territories*, 118<sup>th</sup> Cong., 1<sup>st</sup> sess., February 9, 2023; statements and testimony of Reps. Leon E. Panetta, Robert Lagomarsino, and Mel Levine, pp. 21-23, 35-36 in U.S. Congress, House Committee on Public Works and Transportation, Subcommittee on Investigations and Oversight, *Inquiry into FEMA’s Proposed Disaster Relief Regulations*, 99<sup>th</sup> Cong., 2<sup>nd</sup> sess., July 23, 1986.

<sup>93</sup> Jasmine Butler, “Turning the Tide Toward Equity: Simplifying Federal Flood Assistance Applications,” American Flood Coalition Blog, May 2020, <https://floodcoalition.org/2020/05/turning-the-tide-toward-equity-simplifying-federal-flood-assistance-applications/>; FEMA National Advisory Council, *2020 Report to the FEMA Administrator*, p. 12.

<sup>94</sup> See, for example, GAO, *Emergency Management: Implementation of the Major Disaster Declaration Process for Federally Recognized Tribes*, GAO-18-443, May 2018, pp. 13-14; CNA, *Review of FEMA’s Public Assistance National Delivery Model*, January 2023, p. 34; Government of Puerto Rico, *Ninth Congressional Status Report*, June 16, 2023, p. 36; Testimony of Casey Hatcher, Butte County, California in U.S. Congress, House Committee on Transportation and Infrastructure, Subcommittee on Economic Development, Public Buildings, and Emergency Management, *Are FEMA’s Assistance Programs Adequately Designed to Assist Communities Before, During, and After Wildfire*, 117<sup>th</sup> Cong., 1<sup>st</sup> sess., October 26, 2021; FEMA, “Request for Information Summary Report,” August 2021, p. 3; Meg Duffy and H. Luke Shaefer, “In the Aftermath of the Storm: Administrative Burden in Disaster Recovery,” *Social Service Review*, vol. 96, no. 3, September 2002, p. 520.

<sup>95</sup> Carolyn Kousky, Karina French, Carlos Martín, and Manann Donoghoe, *The U.S. Needs a New System for Declaring Natural Disasters and Distributing Federal Aid*, Brookings Institute, July 14, 2023, <https://www.brookings.edu/articles/the-us-needs-a-new-system-for-declaring-natural-disasters-and-distributing-federal-aid/>.

<sup>96</sup> See discussion in CRS Report R47280, *Defining FEMA’s Approach to Equity and Emergency Management: Policy Considerations*, coordinated by Erica A. Lee; and CRS Report R47244, *FEMA’s Approach to Equity and Emergency Management: Disaster Declarations and Policy Considerations*, coordinated by Elizabeth M. Webster.

Congress may consider addressing concerns regarding disparate SLTT capacity to cover nonfederal cost shares. To that end, Congress could consider authorizing a means for the President to provide additional assistance to disaster-stricken, underserved communities. For example, Congress could amend the Stafford Act to allow for an increased cost share for the Public Assistance program for small, rural, impoverished, or otherwise disadvantaged communities, and require FEMA to engage in a rulemaking or develop guidance detailing such implementation.<sup>97</sup> However, Congress may weigh the potential problems and legal restrictions on targeting federal assistance based on race or national origin, and consider alternative means of defining underserved populations.<sup>98</sup> For example, Congress could target assistance based on historical access to federal disaster assistance, vulnerability to future hazards, or geographic isolation from emergency services.

However, existing FEMA resources may strain under new commitments to vulnerable communities without additional appropriations. Congress may also consider whether additional nonfederal assistance is at odds with the tenet that Stafford Act assistance should supplement—rather than supplant—SLTT resources. Should Congress seek to promote more equitable cost shares without increasing the federal share, Congress could consider standardizing cost shares across federal relief programs to enhance simplicity.<sup>99</sup> Congress could also consider proposals to codify the Community Development Block Grant Disaster Recovery Program (CDBG-DR) and/or align CDBG’s requirements with Stafford Act programs to ease its use to meet Stafford Act cost-share requirements.<sup>100</sup>

## Managing Federal Funds in an Age of Increasing Disaster Costs

Disaster-related losses and costs substantially increased in recent years in the United States; these trends are expected to continue.<sup>101</sup> Federal expenditures out of the Disaster Relief Fund in recent years have exceeded historical records, in part due to the costs of incidents with increased federal cost shares.<sup>102</sup> Several scholars and oversight entities have found that the federal government is bearing an increasing share of disaster-related costs, including through increased Stafford-Act federal shares.<sup>103</sup> For example, the Congressional Budget Office (CBO) found the federal share of

<sup>97</sup> See related recommendation and discussion in CRS Report R47280, *Defining FEMA’s Approach to Equity and Emergency Management: Policy Considerations*, coordinated by Erica A. Lee; and CRS Report R47244, *FEMA’s Approach to Equity and Emergency Management: Disaster Declarations and Policy Considerations*, coordinated by Elizabeth M. Webster.

<sup>98</sup> See CRS Report R45481, *“Affirmative Action” and Equal Protection in Higher Education*, by Christine J. Back; and CRS Legal Sidebar LSB10631, *The American Rescue Plan Act: Equal Protection Challenges*, by Christine J. Back and April J. Anderson.

<sup>99</sup> Carlos Martín and Alexander Williams, *A Federal Policy and Climate Migration Briefing for Federal Executive and Legislative Officials*, Urban Institute, March 2021, p. 27; GAO, *Disaster Recovery: Actions Needed to Improve the Federal Approach*, p. 37.

<sup>100</sup> GAO, *Disaster Recovery: Actions Needed to Improve the Federal Approach*, p. 37.

<sup>101</sup> Adam Smith of the National Oceanic and Atmospheric Administration (NOAA), “2021 U.S. Billion-Dollar Weather and Climate Disasters in Historical Context,” April 2022, <https://www.ncei.noaa.gov/monitoring-content/billions/docs/billions-risk-mapping-2021-ams-forum.pdf>; Congressional Budget Office (CBO), *Potential Increases in Hurricane Damage in the United States: Implications for the Federal Budget*, 2016, <https://www.cbo.gov/sites/default/files/114th-congress-2015-2016/reports/51518-hurricane-damage.pdf>; Vijai Bholá et al., “Escalating Cost of Billion-Dollar Disasters in the US: Climate Change Necessitates Disaster Risk Reduction,” *Journal of Climate Change and Health*, vol. 10 (March–April 2023).

<sup>102</sup> For more information, see CRS Report R45484, *The Disaster Relief Fund: Overview and Issues*, by William L. Painter, particularly pp. 24–25.

<sup>103</sup> See, for example, CBO, *Potential Increases in Hurricane Damage in the United States: Implications for the Federal* (continued...)

hurricane-related costs to increase from 17% before Hurricane Katrina to 62% thereafter.<sup>104</sup> Given these trends, policymakers and some experts have called for the federal government to consider shifting more of the costs of disasters onto state and local governments.<sup>105</sup>

One potential option is to reduce the federal share of costs covered by some Stafford Act programs, or reduce the share available for certain awardees or projects. This could be achieved administratively, by reducing the number or extent of presidential cost-share increases under the Public Assistance program. Congress could also consider legislation to achieve cost-share reductions. Congress could consider reducing the federal share of certain forms of assistance, though prior efforts prompted widespread criticism.<sup>106</sup> Alternatively, Congress could limit or remove the presidential authority to increase cost shares for Public Assistance (e.g., allowing an increase only to 90%, or only under specific circumstances), to rein in the largest source of Disaster Relief Fund outlays.<sup>107</sup>

Any of these options are likely to increase the financial burden on disaster-affected individuals, communities, and governments, and could result in the abandonment of certain response, recovery, or mitigation projects that are no longer affordable. To mitigate such adverse effects, Congress may consider pairing any reduction in cost shares for certain programs with financial incentives that reduce overall disaster risks and costs. For example, Congress could pair a phased reduction in federal shares for certain recovery assistance with an increased cost share for mitigation projects—which may be less expensive and are likely to reduce disaster costs for all parties.<sup>108</sup>

Congress may also consider the increasing burdens on nonfederal governments confronting the same increasingly expensive, frequent disasters, and consider proposals to reduce their share of related costs.<sup>109</sup> For example, introduced legislation in the 117<sup>th</sup> Congress would have reduced Stafford Act nonfederal cost shares for communities affected by multiple declared major disasters

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*Budget*, June 2016, pp. 21-22, 44 (hereinafter CBO, *Potential Increases in Hurricane Damage*), <https://www.cbo.gov/sites/default/files/114th-congress-2015-2016/reports/51518-hurricane-damage-onecol.pdf>; J. David Cummins, Michael Suher, and George Zanjani, “Federal Financial Exposure to Natural Catastrophe Risk,” in Deborah Lucas, Ed., *Measuring and Managing Federal Financial Risk*, pp. 61-92 (Chicago: University of Chicago Press, 2007).

<sup>104</sup> Based on data available to CBO taken through 2015. CBO, *Potential Increases in Hurricane Damage*, pp. 21-22, 44.

<sup>105</sup> See CRS Report R46749, *FEMA’s Public Assistance Program: A Primer and Considerations for Congress*, by Erica A. Lee, p. 25.

<sup>106</sup> See “Cost Shares: Legislative History and Background,” above. FEMA has suspended related efforts; for example, in 2018 FEMA withdrew its 2016-2017 proposal for a “disaster deductible” intended to reduce federal contributions to disaster relief and increase nonfederal shares, following significant criticism. See FEMA, “Establishing a Deductible for FEMA’s Public Assistance Program,” January 26, 2018, <https://www.reginfo.gov/public/do/eAgendaViewRule?pubId=201804&RIN=1660-AA84>.

<sup>107</sup> For analysis of the DRF, see CRS Report R45484, *The Disaster Relief Fund: Overview and Issues*, by William L. Painter.

<sup>108</sup> Mitigation investments were found to save an average of \$4-\$11 for every \$1 invested. National Institute of Building Sciences Multi-Hazard Mitigation Council, *Natural Hazard Mitigation Saves: 2019 Report*, Dec. 1, 2019, <https://www.nibs.org/projects/natural-hazard-mitigation-saves-2019-report>.

<sup>109</sup> Overall state spending is not consistently tracked. The Congressional Budget Office reports that federal funds, primarily from FEMA, covered an average of 62% of the costs of hurricanes between 2005 and 2015, and only 17% previously. See also Colin Foard, “What We Don’t Know About State Spending on Natural Disasters Could Cost Us,” *Pew Trusts*, June 18, 2018, <https://www.pewtrusts.org/en/research-and-analysis/reports/2018/06/19/what-we-dont-know-about-state-spending-on-natural-disasters-could-cost-us>.

over a three-year period.<sup>110</sup> Other experts have recommended implementing higher federal shares for communities with particular disaster vulnerability and relocation needs.<sup>111</sup>

## Conclusion

How much should the federal government help—and pay for—following a disaster in the United States? How much of the burden should fall upon affected state, local, tribal, territorial governments, individuals, and businesses? To what extent is federal disaster relief enabling risky development in hazard zones and discouraging states from building fiscal, social and infrastructural resilience to disasters? While these questions have animated policymakers for decades, they may have renewed relevance for Congress following years of historic federal obligations for disaster relief, numerous acts to increase the federal share of recent disaster costs, and persistently expensive, frequent domestic disaster activity. Congress may evaluate and decide what the federal government's role in disaster mitigation, response, and recovery should be, and to what extent it should continue to grow, and whether or to what extent cost shares may help achieve those ends.

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<sup>110</sup> H.R. 6461; S. 3531, National Climate Adaptation and Resilience Strategy Act, 117<sup>th</sup> Cong.

<sup>111</sup> Carlos Martín and Alexander Williams, *A Federal Policy and Climate Migration Briefing for Federal Executive and Legislative Officials*, Urban Institute, March 2021, pp. 19-20.

## Appendix A. Legislative History: Stafford Act Cost-Share Authorities

**Table A-1. Legislative History: Stafford Act Cost-Share Provisions**

Selected Legislative Amendments, in Chronological Order

Statute	Summary of Relevant Provisions
Disaster Relief Act of 1950	The Disaster Relief Act of 1950 defines a major disaster, in part, as an event in which a state governor “certifies the need for disaster assistance under this Act, and shall give assurance of expenditure of a reasonable amount of the funds of the government of such State, local governments therein, or other agencies, for the same or similar purposes with respect to such catastrophe...” No further cost share is specified. <sup>112</sup>
Disaster Relief Act of 1966	The Disaster Relief Act of 1966 authorizes the President to reimburse “ <b>not more than 50 per centum</b> of eligible costs” for the repair, restoration, and reconstruction of eligible public facilities damaged as a result of a major disaster. <sup>113</sup>
Disaster Relief Act of 1969	The Disaster Relief Act of 1969 authorizes the President to pay “ <b>not less than 50 per centum</b> ” of the eligible costs of repair of eligible streets, roads, and highways damaged as a result of a major disaster, <sup>114</sup> and to fund up to the total incurred costs of debris removal. <sup>115</sup> The act also authorizes the President to provide direct temporary housing assistance to individuals and families displaced as a result of disasters; rent for such assistance is <b>not to exceed 25%</b> of the awardees’ monthly income. <sup>116</sup> Finally, the act authorized the federal government to cover <b>up to 50 %</b> of the one-time costs of the development of a state disaster assistance plan that may assist disaster-affected individuals. <sup>117</sup>
Disaster Relief Act of 1970	The Disaster Relief Act of 1970 specified that in the event of a major disaster, the governor “gives assurance of the expenditure of a reasonable amount of the funds of such State, its local governments, or other agencies for alleviating the damage, loss, hardship or suffering resulting from such catastrophe....” <sup>118</sup> Assistance for restorations of public facilities authorized <b>up to 100% of eligible costs</b> . <sup>119</sup> The act retained authorities for the federal government to contribute up to 50% of the costs for the development of disaster assistance and preparedness plans. <sup>120</sup>
Disaster Relief Act of 1974	The Disaster Relief Act of 1974 specified that as a prerequisite for requesting assistance, the governor shall certify that “State and local government obligations and expenditures’ (of which State commitments must be a significant proportion) will constitute the expenditure of a reasonable amount” of disaster-related losses and suffering. <sup>121</sup>  Section 402 authorizes the President to reimburse eligible governments and nonprofits for the repair and reconstruction of disaster-damaged facilities, specifying that “[t]he Federal contribution for grants made under this section <b>shall not exceed 100 per centum</b> of the net cost of repairing, restoring, reconstructing, or replacing any such facility on the basis of

<sup>112</sup> Sec. 2(a) of the Disaster Relief Act of 1950, P.L. 81-875, enacted September 30, 1950.

<sup>113</sup> Sec. 9 of P.L. 89-769, enacted November 6, 1966.

<sup>114</sup> Sec. 2 of P.L. 91-79, enacted October 1, 1969.

<sup>115</sup> Sec. 14 of P.L. 91-79, enacted October 1, 1969.

<sup>116</sup> Sec. 10(b) of P.L. 91-79, enacted October 1, 1969.

<sup>117</sup> Sec. 8(b) of P.L. 91-79, enacted October 1, 1969.

<sup>118</sup> Sec. 102(1) of P.L. 91-606, enacted December 31, 1970.

<sup>119</sup> Sec. 252(a) of P.L. 91-606, enacted December 31, 1970. Facilities under construction at the time of the incident were eligible for a 50% federal cost share. Sec. 252(b).

<sup>120</sup> Sec. 206(b) and (e) of P.L. 91-606, enacted December 31, 1970.

<sup>121</sup> Sec. 301(b) of P.L. 93-288, enacted May 22, 1974.

Statute	Summary of Relevant Provisions
	<p>the design of such facility” immediately prior to the disaster.<sup>122</sup> Reconstruction of alternate facilities may receive <b>90% of eligible costs</b>.<sup>123</sup> A cost share is not specified for debris removal.<sup>124</sup></p> <p>The statute further authorizes the Individual and Family Grant program, which provides assistance to disaster-affected individuals and households for serious needs on the basis of a <b>75% federal, 25% state cost share</b>.<sup>125</sup> Other assistance for individuals and households, including for food and unemployment, does not specify a cost share.</p>
The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988	<p>The Stafford Act amended and superseded the Disaster Relief Act of 1974, and specified that the President may fund “<b>no less than 75%</b>” of the eligible costs of debris removal, emergency protective measures, and the repair, restoration, and reconstruction of eligible public and nonprofit facilities.<sup>126</sup> The Stafford Act retained the cost share established for the Individual and Family Grant: <b>75% federal, 25% for the state or territory</b>, and also provided temporary housing assistance with the same cost share.<sup>127</sup> Finally, the Stafford Act provides hazard mitigation assistance for “<b>up to 50%</b>” of the cost of eligible hazard mitigation measures, up to a cap determined on the basis of obligations for facility reconstruction.<sup>128</sup></p>
Hazard Mitigation and Relocation Assistance Act of 1993	<p>The Hazard Mitigation and Relocation Assistance Act of 1993 increased the federal cost share for hazard mitigation assistance <b>from 50% to 75%</b> and increased the cap for all hazard mitigation assistance that could be provided for a given incident.<sup>129</sup></p>
Disaster Mitigation Act of 2000 (DMA)	<p>DMA modified the cost share for reimbursement for reconstruction and repair of nonprofit and public facilities by</p> <ul style="list-style-type: none"> <li>(1) directing the President to issue regulations reducing the federal share of assistance to a <b>floor of 25%</b> for properties that suffered “repetitive loss” when “the owner of which has failed to implement appropriate mitigation measures to address the hazard that caused the damage to the facility.”<sup>130</sup></li> <li>(2) reducing the federal cost share for “alternate” facilities (e.g., facilities reconstructed in lieu of reconstructing the original, disaster-damaged facility) from 90% to <b>75% of the estimated federal share</b> of the original reconstruction project.<sup>131</sup></li> <li>(3) reducing the federal cost share for alternate reconstruction projects on unstable soil to <b>90% of the estimated federal share</b>.<sup>132</sup></li> </ul> <p>DMA establishes a 100% share for assistance for individuals and households, excepting assistance for “other needs,” which retains a <b>75% federal, 25% state cost share</b>.<sup>133</sup></p>

<sup>122</sup> Sec. 402(e) of P.L. 93-288, enacted May 22, 1974.

<sup>123</sup> Sec. 402(f) of P.L. 93-288, enacted May 22, 1974.

<sup>124</sup> Sec. 403 of P.L. 93-288, 42 U.S.C. §5172, enacted May 22, 1974.

<sup>125</sup> Sec. 408(b) of P.L. 93-288, enacted May 22, 1974.

<sup>126</sup> Secs. 403(b) and 406(b) of P.L. 93-288, enacted May 22, 1974.

<sup>127</sup> Secs. 411(b) and 408(a)(4) of P.L. 93-288, enacted May 22, 1974.

<sup>128</sup> Sec. 404 of P.L. 93-288, enacted May 22, 1974.

<sup>129</sup> Sec. 2(a) of P.L. 103-181, as it amended Sec. 404 of the Stafford Act.

<sup>130</sup> Sec. 205(b) of P.L. 106-390, enacted October 30, 2000, as it amended Sec. 406(b) of the Stafford Act, 42 U.S.C. §5172(b).

<sup>131</sup> Sec. 205(c) of P.L. 106-390, enacted October 30, 2000, as it amended Sec. 406(c) of the Stafford Act, 42 U.S.C. §5172(c).

<sup>132</sup> Sec. 205(c) of P.L. 106-390, enacted October 30, 2000, as it amended Sec. 406(c) of the Stafford Act, 42 U.S.C. §5172(c).

<sup>133</sup> Sec. 206(a) of P.L. 106-390, enacted October 30, 2000, as it amended Sec. 408 of the Stafford Act, 42 U.S.C. §5174.



Statute	Summary of Relevant Provisions
	Additionally, DMA authorized pre-disaster mitigation assistance on a <b>75% federal / 25% nonfederal cost-share</b> basis, and a <b>higher federal cost share (up to 90%)</b> for “small, impoverished communities.” <sup>134</sup> DMA also provided increased federal share for hazard mitigation measures if states and communities had an approved mitigation plan in place at the time of a declared disaster. <sup>135</sup>
Security and Accountability For Every (SAFE) Port Act of 2006	The SAFE Port Act reduces the cost-share penalty for constructing alternate facilities, as opposed to rebuilding the original disaster-damaged facility. The act increases the federal cost share for “alternate” reconstruction projects from at least 75% to <b>at least 90%</b> of the estimated federal share for the original project. <sup>136</sup>
Sandy Recovery Improvement Act of 2013 (SRIA)	SRIA authorized “alternative procedures” for Public Assistance projects, which included a <b>sliding-scale cost share</b> for debris removal projects based on the speed of project completion to encourage cost-effective, timely work. <sup>137</sup>
Bipartisan Budget Act of 2018 (BBA)	To incentivize hazard resilience, the BBA authorized the President to increase the minimum federal cost share to <b>up to 85%</b> for public and nonprofit reconstruction projects for a given declaration when states, tribes, or territories had undertaken a range of actions. <sup>138</sup> Actions included encouraging the adoption and enforcement of hazard-resistant building codes, promoting hazard insurance coverage, and funding mitigation projects.
Disaster Recovery Reform Act of 2018 (DRRA)	DRRA modified the cost share for Public Assistance by eliminating the reduced federal share for alternate projects (i.e., aligning the cost share for alternate projects with that for other eligible projects). <sup>139</sup>
Community Disaster Resilience Zones Act of 2022	The Community Disaster Resilience Zones Act authorized the President to increase the federal share of contributions to <b>not more than 90%</b> for pre-disaster mitigation (implemented as BRIC) for zones designated on the basis of high hazard risks, high social vulnerability, and related factors. <sup>140</sup>

**Source:** Compiled by CRS using Congress.gov and ProQuest Congressional.

**Notes:** Does not include authorities that modified the formula to provide assistance for management costs for Stafford Act assistance.

<sup>134</sup> Sec. 102(a) of P.L. 106-390, enacted October 30, 2000, adding Sec. 203(h) of the Stafford Act, 42 U.S.C. §5133.

<sup>135</sup> Sec. 104(a) of P.L. 106-390, enacted October 30, 2000, as it amended sec. 322(a) of the Stafford Act, 42 U.S.C. §5133.

<sup>136</sup> Sec. 609 of P.L. 109-347, enacted October 13, 2006, as it amended Sec. 406 of the Stafford Act. For example, an alternate project would be capped at \$900,000—rather than \$750,000—if the federal share of reconstruction of the original disaster-damaged facility would be \$1,000,000. The act also removes language that provided for federal funding of 90% of the federal share of the approved federal estimate of eligible costs for alternate projects in areas with unstable soil.

<sup>137</sup> Sec. 1102(2)(B) of Division B, P.L. 113-2, enacted January 29, 2013, adding Sec. 428 of the Stafford Act, 42 U.S.C. §5189f.

<sup>138</sup> Sec. 20606 of P.L. 115-123, enacted February 9, 2018, as it amended Sec. 406(b) of the Stafford Act, 42 U.S.C. §5172(b).

<sup>139</sup> Sec. 1207(a)(1)-(2) of Division D, P.L. 115-254, enacted October 5, 2018, as it amended Sec. 406(c) of the Stafford Act, 42 U.S.C. §5172(c).

<sup>140</sup> Sec. 3 of P.L. 117-255, enacted December 20, 2022, adding Sec. 206(g) to the Stafford Act, 42 U.S.C. §5136(g)).

## Appendix B. Incident-Specific Statutory Cost-Share Adjustments Enacted Since 1995

To identify relevant legislation enacted since 1995, CRS conducted full-text searches of Congress.gov using search terms including variations of, and combinations of, the following: “Robert T. Stafford Disaster Relief and Emergency Assistance Act,” “amend,” “make changes to,” “waiver,” “cost share,” “federal share,” “non-federal share,” “eligible costs,” “administrative costs,” “legislative costs,” “assistance,” and “percent.” CRS then reviewed the results, analyzed relevant provisions, and compiled them below. CRS supplemented this search with statutes cited in *Federal Register* notices amending federal shares for Stafford Act assistance. While CRS attempted to be comprehensive in its searches for legislation, due to the complexity and volume of legislation, CRS may not have captured all relevant items.

**Table B-1. Legislation Enacted Since 1995 Adjusting Stafford Act Cost Shares for Specific Incidents**

In Reverse Chronological Order

Bill No.	Status	Summary of Relevant Provision	Applicable Jurisdictions
H.R. 6833, Div. G, Hermit’s Peak/Calf Canyon Fire Assistance Act (117 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 117-180 on 9/30/22.	Sec. 104(k)(1) waived state or local matching funds for “a State or local project that is determined by the Administrator to be carried out in response to the Hermit’s Peak/Calf Canyon Fire under any Federal program...” FEMA rulemaking notes that this includes assistance provided through FEMA’s PA programs. <sup>141</sup>	Effective in “an area affected by the Hermit’s Peak/Calf Canyon Fire” where PA is authorized under a Stafford Act emergency or majority disaster declaration.
H.R. 2471, Div. F, Department of Homeland Security Appropriations Act, 2022 (117 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 117-103 on 3/15/22.	Sec. 311 established a minimum federal cost share of 90% for PA for the eligible costs of emergency work and permanent work.	All jurisdictions with a Stafford Act emergency or major disaster declaration with either an incident period or declaration date between Jan. 1, 2020, and Dec. 31, 2021.
H.R. 133, Coronavirus Response and Relief Supplemental Appropriations Act, 2021 (117 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 116-260, Div. M, on 12/27/20.	Section 201 authorized funeral assistance (a form of Other Needs Assistance, ONA) at a 100% federal cost share for the COVID-19 pandemic.	All jurisdictions nationwide, for the emergency declaration issued by the President on March 13, 2020, pursuant to section 501(b) of the Stafford Act and for any subsequent major disaster declaration.

<sup>141</sup> A subsequent provision, Sec. 104(k)(2) of P.L. 117-180, established a 100% federal cost share of IA-IHP program for Other Needs Assistance for jurisdictions with a Stafford Act emergency or majority disaster declaration for the Hermit’s Peak/Calf Canyon Fire. For further discussion, see FEMA, Department of Homeland Security, “Hermit’s Peak/Calf Canyon Fire Assistance,” interim final rule, 87 *Federal Register* 68085, Nov. 11, 2022.



Bill No.	Status	Summary of Relevant Provision	Applicable Jurisdictions
H.J.Res. 31, Div. A, Department of Homeland Security Appropriations Act, 2019 (116 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 116-6 on 2/15/19.	Sec. 309(a)-(b) established a minimum 90% federal cost share for PA for the eligible costs of emergency protective measures and debris removal for major disasters for wildfires in calendar year 2018.	Applicable for jurisdictions with major disaster declarations for wildfires that occurred in calendar year 2018.
H.R. 1892, Bipartisan Budget Act, Div. B, Subdivision I, Further Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2018 (115 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 115-123 on 2/9/18.	Title VI, Sec. 20605 established a 90% federal cost share for PA for eligible costs of debris removal for major disasters declared for wildfires that occurred in calendar year 2017.	Jurisdictions with major disasters declared for wildfires that occurred in calendar year 2017.
H.R. 4899, Supplemental Appropriations Act, 2010 (111 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 111-212 on 7/29/10.	Title I, Sec. 603 provided that the FEMA Administrator “shall consider satisfied” cost-share requirements for Hazard Mitigation Grant Program (HMGP) for Hurricane Katrina.	Jurisdictions with a Stafford Act declaration for Hurricane Katrina.
H.R. 4899, Supplemental Appropriations Act, 2010 (111 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 111-212 on 7/29/10.	Title I, Sec. 606 established a minimum 90% federal cost share for PA for emergency work and permanent work.	Jurisdictions with Stafford Act declarations for severe storms and flooding in Rhode Island, Mississippi, and Tennessee, “and all other areas Presidentially declared a disaster, prior to or following enactment, and resulting from the May 1 and 2, 2010 weather events that elicited FEMA-1909-DR...” (Specifically listed declarations: FEMA-3311-EM-RI; FEMA-1894; FEMA-1906-DR; and FEMA-1909-DR).
H.R. 2346, Supplemental Appropriations Act, 2009 (111 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 111-32 on 6/24/09.	Title VI, Sec. 609(a) established a 90% cost share for PA for permanent work and 100% cost share for PA for emergency work.	Jurisdictions with Stafford Act major disaster declarations for Hurricane Ike in Texas and Louisiana; Kentucky Severe Storms, Tornadoes, and Mudslides in 2009; and severe storms, flooding, and mudslides in West Virginia in 2009 (specifically listed declarations: FEMA-1791-DR and FEMA-1792-DR; FEMA-1841-DR; and FEMA-1838-DR).

Bill No.	Status	Summary of Relevant Provision	Applicable Jurisdictions
H.R. 2206, U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007 (110 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 110-28 on 5/27/07.	Title IV, Sec. 4501(a)-(b) established a 100% cost share for PA for emergency work and permanent work, as well as for IA-IHP authorized at Stafford Act Sec. 408. Only PA projects submitted prior to enactment are eligible for the 100% cost share.	Jurisdictions in Louisiana, Mississippi, Florida, Alabama, and Texas with Stafford Act declarations for Hurricanes Katrina, Wilma, Dennis, and Rita.
H.R. 4939, Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006 (109 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 109-234 on June 15, 2006.	Title II, Chap. 4, established that "for States in which the President declared a major disaster...on September 24, 2005, as a result of Hurricane Rita, each county or parish eligible for individual and public assistance under such declaration in such States will be treated equally for purposes of cost-share adjustments under such Act, to account for the impact in those counties and parishes of Hurricanes Rita and Katrina..."	"for States in which the President declared a major disaster ... on September 24, 2005, as a result of Hurricane Rita"
H.R. 4425, Cerro Grande Fire Assistance Act, 2000 (106 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 106-246, Div. C, Title I, on July 13, 2000.	Sec. 104(k) established a 100% federal share for assistance for state or local projects carried out in response to the Cerro Grande fire.	Jurisdictions receiving assistance "under any Federal program that applies to an area affected by the Cerro Grande fire..."
H.R. 2015, Balanced Budget Act of 1997 (105 <sup>th</sup> Cong.)	<b>Enacted</b> as P.L. 105-33, Subtitle C, Sec. 9301 signed on August 5, 1997.	Sec. 9301 established a minimum 90% federal share for Stafford Act assistance in particular counties damaged by severe storms and flooding in the Red River Valley.	Kittson, Marshall, Polk, Norman, Clay, and Wilkin Counties in Minnesota and North Dakota

**Source:** Compiled by CRS based on Congress.gov search data.

## Appendix C. Administrative Cost-Share Adjustments: Major Disasters

**Table C-1** tabulates discrete cost-share adjustments issued by the Executive for a given major disaster declaration. Adjustments of different duration and/or amounts for the same incident are listed separately. Columns represent the date of the relevant disaster declaration, the declaration number, the specified federal share, affected categories of Stafford Act assistance, the duration of the adjustment, and the related incident. Categories are inclusive, unless otherwise specified. For example, a cost-share adjustment provided for PA—Emergency Protective Measures including Direct Federal Assistance (DFA) will appear as simply PA—Emergency Protective Measures. A cost-share adjustment provided for PA—Emergency Protective Measures limited to assistance for the STEP Housing Program will appear as PA—Emergency Protective Measures for STEP Housing Program.

To reduce redundancy, CRS did not include cost-share adjustments for the COVID-19 pandemic. All jurisdictions received 100% federal funding for PA for emergency protective measures from January 20, 2020, through July 1, 2022 (894 days), after which PA was provided at a 90% federal share from July 2, 2022, generally through midnight on May 11, 2023.<sup>142</sup>

Adjustments enacted by statute are not included. Adjustments for emergency declarations are not included. CRS may provide this data to congressional members and staff upon request.

### Methodology

To assemble a list of administrative cost-share adjustments, CRS searched *Federal Register* notices issued by FEMA using search terms and variations of “federal funds,” “federal share,” “cost-sharing,” “cost share,” “100 percent,” and “90 percent.” Please note that these search results are generally limited to notices published in the *Federal Register* since 1995. Due to the search terms used and inherent limitations of text-based searches, the results may not be comprehensive.

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<sup>142</sup> President Joseph R. Biden, “Memorandum to Extend Federal Support to Governors’ Use of the National Guard to Respond to COVID-19 and to Increase Reimbursement and Other Assistance Provided to States,” January 21, 2021, <https://www.whitehouse.gov/briefing-room/presidential-actions/2021/01/21/extend-federal-support-to-governors-use-of-national-guard-to-respond-to-covid-19-and-to-increase-reimbursement-and-other-assistance-provided-to-states/>; President Joseph R. Biden, Jr. “Memorandum on Maximizing Assistance to Respond to COVID-19,” March 1, 2022, <https://www.whitehouse.gov/briefing-room/presidential-actions/2022/03/01/memorandum-on-maximizing-assistance-to-respond-to-covid-19-2/>; FEMA Advisory, “COVID-19 Cost Share Extension,” March 1, 2022, [https://www.fema.gov/sites/default/files/documents/fema\\_covid-19-cost-share-extension\\_03012022.pdf](https://www.fema.gov/sites/default/files/documents/fema_covid-19-cost-share-extension_03012022.pdf).

**Table C-1. Administrative Cost-Share Adjustments: Major Disaster Declarations**According to *Federal Register* Notices published since 1995

Declaration Date	Disaster No.	State, Tribe, Territory	Federal Share (%)	Category	Time Limit (days)	Incident
2023-04-02	4698	Arkansas	100	PA—Debris Removal and Emergency Protective Measures	30	severe storms and tornadoes
2023-03-26	4697	Mississippi	100	PA—Debris Removal and Emergency Protective Measures	30	severe storms, straight-line winds, and tornadoes
2023-01-15	4684	Alabama	100	PA—Debris Removal and Emergency Protective Measures	30	severe storms, straight-line winds, and tornadoes
2023-01-18	4683	California	100	PA—Debris Removal and Emergency Protective Measures	60	severe winter storms, flooding, landslides, and mudslides
2022-09-30	4675	Seminole Tribe of Florida	100	PA—Debris Removal and Emergency Protective Measures	60	Hurricane Ian
2022-09-29	4673	Florida	100	PA—Debris Removal and Emergency Protective Measures	75	Hurricane Ian
2022-09-23	4672	Alaska	100	PA—Emergency Protective Measures	30	severe storm, flooding, and landslides
2022-09-21	4671	Puerto Rico	100	PA—Debris Removal and Emergency Protective Measures	60	Hurricane Fiona
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Fiona
2022-07-29	4663	Kentucky	100	PA—Debris Removal and Emergency Protective Measures	30	severe storms, flooding, landslides, and mudslides
2022-05-04	4652	New Mexico	100	PA—Debris Removal and Emergency Protective Measures	180	wildfires
2021-12-12	4630	Kentucky	100	PA—Debris Removal and Emergency Protective Measures	30	severe storms, straight-line winds, flooding, and tornadoes
2021-08-29	4611	Louisiana	100	PA—Debris Removal and Emergency Protective Measures	45	Hurricane Ida
		Louisiana	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Ida

Declaration Date	Disaster No.	State, Tribe, Territory	Federal Share (%)	Category	Time Limit (days)	Incident
2020-09-15	4562	Oregon	100	PA—Debris Removal and Emergency Protective Measures	30	wildfires and straight-line winds
2020-08-28	4559	Louisiana	100	PA—Debris Removal and Emergency Protective Measures	45	Hurricane Laura
2020-08-22	4558	California	100	PA—Debris Removal and Emergency Protective Measures	30	wildfires
2020-01-16	4473	Puerto Rico	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	earthquakes
2019-06-17	4446	Ponca Tribe of Nebraska	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2019-03-28	4423	Cahuilla Band of Indians	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2019-03-26	4422	La Jolla Band of Luiseño Indians	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, flooding, landslides, and mudslides
2019-03-21	4420	Nebraska	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe winter storm, straight-line winds, and flooding
2019-01-31	4413	Alaska	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	earthquake
2018-10-26	4404	Northern Mariana Islands	100	PA—Debris Removal and Emergency Protective Measures	180	Super Typhoon Yutu
			100	HMGP, PA—Mitigation	None	Super Typhoon Yutu
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA	None	Super Typhoon Yutu
2018-10-11	4399	Florida	100	PA—Debris Removal and Emergency Protective Measures	45	Hurricane Michael
			90	PA—Debris Removal and Emergency Protective Measures	None	Hurricane Michael
2018-09-29	4396	Northern Mariana Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	Typhoon Mangkhut

Declaration Date	Disaster No.	State, Tribe, Territory	Federal Share (%)	Category	Time Limit (days)	Incident
2018-03-02	4357	American Samoa	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	Tropical Storm Gita
2017-12-20	4352	Pueblo of Acoma	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2017-10-10	4344	California	100	PA—Debris Removal and Emergency Protective Measures	30	wildfires
2017-09-27	4341	Seminole Tribe of Florida	100	PA—Emergency Protective Measures	30	Hurricane Irma
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Irma
2017-09-20	4340	U.S. Virgin Islands	100	PA—Emergency Protective Measures	240	Hurricane María
			100	PA—Debris Removal and Emergency Protective Measures for STEP Housing Program	360	Hurricane María
			100	HMGP	None	Hurricane María
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA	None	Hurricane María
2017-09-20	4339	Puerto Rico	100	PA—Debris Removal	270	Hurricane María
			100	PA—Emergency Protective Measures	240	Hurricane María
			100	PA—Emergency Protective Measures—Emergency Power Support	230	Hurricane María
			100	PA—Emergency Protective Measures—Emergency Power Restoration	360	Hurricane María
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work (requires use of Alternative Procedures)	None	Hurricane María
2017-09-10	4337	Florida	100	PA—Emergency Protective Measures	30	Hurricane Irma
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	30	Hurricane Irma

Declaration Date	Disaster No.	State, Tribe, Territory	Federal Share (%)	Category	Time Limit (days)	Incident
2017-09-07	4335	U.S. Virgin Islands	100	PA—Debris Removal, Emergency Protective Measures—STEP housing program	360	Hurricane Irma
			100	PA—Emergency Protective Measures	240	Hurricane Irma
			100	HGMP	None	Hurricane Irma
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA	None	Hurricane Irma
2017-08-25	4332	Texas	100	PA—Emergency Protective Measures	30	Hurricane Harvey
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Harvey
2017-05-02	4312	Resighini Rancheria	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	flooding
2017-02-14	4302	Hoopa Valley Tribe	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe winter storm
2016-08-14	4277	Louisiana	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2016-06-25	4273	West Virginia	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, flooding, landslides, and mudslides
2015-08-05	4235	Northern Mariana Islands	100	HMGP and PA—Mitigation	None	Typhoon Soudelor
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA	None	Typhoon Soudelor
2015-01-27	4206	Soboba Band of Luiseño Indians	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, flooding, and mudslides
2014-09-10	4192	American Samoa	100	HMGP	None	severe storms, flooding, landslides
2013-10-24	4151	Santa Clara Pueblo	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding

Declaration Date	Disaster No.	State, Tribe, Territory	Federal Share (%)	Category	Time Limit (days)	Incident
2013-03-01	4103	Eastern Band of Cherokee Indians	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, flooding, landslides, and mudslides
2012-10-30	4087	Connecticut	100	PA—Emergency Protective Measures for emergency power and emergency transportation	18	Hurricane Sandy
2012-10-30	4086	New Jersey	100	PA—Emergency Protective Measures for emergency power and emergency transportation	10	Hurricane Sandy
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Sandy
2012-10-30	4085	New York	100	PA—Emergency Protective Measures for emergency power and emergency transportation	18	Hurricane Sandy
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Sandy
2012-08-24	4079	New Mexico	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	flooding
2011-09-01	4022	Vermont	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Tropical Storm Irene
2011-08-12	4013	Nebraska—Omaha Indian Reservation	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	flooding
2011-06-27	1998	Iowa—Omaha Tribe of Nebraska and Iowa	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	flooding
2011-05-10	1981	North Dakota	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	flooding
2011-05-09	1980	Missouri	90	PA—Debris Removal	77	severe storms, tornadoes, flooding



<b>Declaration Date</b>	<b>Disaster No.</b>	<b>State, Tribe, Territory</b>	<b>Federal Share (%)</b>	<b>Category</b>	<b>Time Limit (days)</b>	<b>Incident</b>
2011-04-29	1972	Mississippi	90	PA—Debris Removal limited to DFA	75	severe storms, tornadoes, straight-line winds, and associated flooding
2011-04-28	1971	Alabama	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, tornadoes, straight-line winds, and flooding
2010-12-21	1950	Arizona—Sovereign Tribal Nation of the Havasupai Tribe of Arizona	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2010-07-10	1922	Montana—Chippewa Cree Tribe of the Rocky Boy's Reservation	100	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2009-09-29	1859	American Samoa	100	PA—Debris Removal and Emergency Protective Measures	30	earthquake, tsunami, and flooding
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	earthquake, tsunami, and flooding
2009-03-24	1829	North Dakota	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms and flooding
2008-09-13	1792	Louisiana	100	PA—Debris Removal and Emergency Protective Measures	44	Hurricane Ike
2008-11-26	1791	Texas	100	PA—Debris Removal & Emergency Protective Measures	224	Hurricane Ike
2008-09-02	1786	Louisiana	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Gustav
2008-06-25	1773	Missouri	90	PA—Emergency Protective Measures	47	severe storms and flooding
2008-06-24	1771	Illinois	90	PA—Emergency Protective Measures	66	severe storms and flooding

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2008-06-14	1768	Wisconsin	90	PA—Emergency Protective Measures	51	severe storms, tornadoes, and flooding
2008-06-24	1766	Indiana	90	PA—Emergency Protective Measures	24	severe storms and flooding
2008-05-27	1763	Iowa	100	PA—Debris Removal and Emergency Protective Measures	14	severe storms, tornadoes, and flooding
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, tornadoes, and flooding
2007-05-06	1699	Kansas	100	PA—Debris Removal and Emergency Protective Measures	3	severe storms, tornadoes, and flooding
2007-03-03	1687	Alabama	100	PA—Debris Removal and Emergency Protective Measures	2	severe storms and tornadoes
2007-03-03	1686	Georgia	100	PA—Debris Removal and Emergency Protective Measures	2	severe storms and tornadoes
2006-06-30	1649	Pennsylvania	100	PA—Debris Removal and Emergency Protective Measures	3	severe storms, flooding, and mudslides
2005-11-08	1611	Northern Mariana Islands	100	HMGP	None	Typhoon Nabi
2005-10-24	1609	Florida	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Wilma
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Wilma
2005-09-24	1607	Louisiana	100	PA—Debris Removal and Emergency Protective Measures	280	Hurricane Rita
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Rita
2005-09-24	1606	Texas	100	PA—Debris Removal and Emergency Protective Measures	34	Hurricane Rita
2005-08-29	1605	Alabama	100	PA—Debris Removal and Emergency Protective Measures	60	Hurricane Katrina
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Katrina
2005-08-29	1604	Mississippi	100	PA—Debris Removal	625	Hurricane Katrina

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2005-08-29	1603	Louisiana	100	PA—Emergency Protective Measures	306	Hurricane Katrina
			90	PA—Debris Removal and Emergency Protective Measures	None	Hurricane Katrina
			100	PA—Debris Removal	490	Hurricane Katrina
			100	PA—Emergency Protective Measures	312	Hurricane Katrina
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Katrina
2005-08-28	1602	Florida	100	PA—Emergency Protective Measures	3	Hurricane Katrina
2005-07-10	1595	Florida	100	PA—Emergency Protective Measures	3	Hurricane Dennis
2005-07-10	1594	Mississippi	100	PA—Emergency Protective Measures	3	Hurricane Dennis
2005-07-10	1593	Alabama	100	PA—Emergency Protective Measures	3	Hurricane Dennis
2005-02-18	1582	American Samoa	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	Tropical Cyclone Olaf
2004-10-07	1567	U.S. Virgin Islands	100	HMGP	None	Tropical Storm Jeanne
2004-09-26	1561	Florida	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Jeanne and successive hurricanes
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Jeanne and successive hurricanes
2004-09-20	1558	West Virginia	100	PA—Debris Removal and Emergency Protective Measures	3	severe storms, flooding, and landslides
2004-09-18	1554	Georgia	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Ivan
2004-09-18	1553	North Carolina	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Ivan
2004-09-17	1552	Puerto Rico	100	PA—Debris Removal and Emergency Protective Measures	3	Tropical Storm Jeanne, mudslides, and landslides
2004-09-16	1551	Florida	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Ivan and successive hurricanes

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			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Ivan and successive hurricanes
2004-09-15	1550	Mississippi	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Ivan
2004-09-15	1549	Alabama	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Ivan
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Ivan
2004-09-15	1548	Louisiana	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Ivan
2004-09-10	1546	North Carolina	100	PA—Debris Removal and Emergency Protective Measures	3	Tropical Storm Frances
2004-09-04	1545	Florida	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Frances
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Frances
2004-08-26	1541	Northern Mariana Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	Super Typhoon Chaba
2004-08-13	1539	Florida	100	PA—Debris Removal and Emergency Protective Measures	3	Tropical Storm Bonnie and Hurricane Charley
			100	PA—DFA	None	Tropical Storm Bonnie and Hurricane Charley
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Tropical Storm Bonnie and Hurricane Charley
2004-07-29	1532	Northern Mariana Islands	100	HMGP	None	Typhoon Tingting
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Typhoon Tingting
2004-04-10	1511	Federated States of Micronesia	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Typhoon Sudal
2004-01-13	1506	American Samoa	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	Tropical Cyclone Heta

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2003-12-09	1503	U.S. Virgin Islands	100	HMGP	None	severe storms, flooding, landslides, and mudslides
2003-06-06	1473	American Samoa	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	heavy rainfall, flooding, landslides, and mudslides
2002-12-11	1447	Northern Mariana Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—ONA, HMGP	None	Super Typhoon Pongsona
2002-12-08	1446	Guam	100	PA—Debris Removal and Emergency Protective Measures, IA—ONA	None	Super Typhoon Pongsona
			90	PA—Permanent Work, HMGP	None	Super Typhoon Pongsona
2002-08-06	1430	Northern Mariana Islands	100	HMGP	None	Typhoon Chata'an
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Typhoon Chata'an
2002-07-11	1427	Federated States of Micronesia	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Tropical Storm Chata'an
2002-07-06	1426	Guam	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—IFG, HMGP	None	Typhoon Chata'an
2001-09-21	1392	Virginia	100	PA—Debris Removal and Emergency Protective Measures	None	fires and explosions on September 11, 2001
2001-09-11	1391	New York	100	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	fires and explosions on September 11, 2001
2001-01-12	1357	Louisiana	100	PA—Debris Removal	90	severe winter ice storm
2001-01-08	1356	Texas	100	PA—Debris Removal	202	severe winter ice storm
2001-01-05	1355	Oklahoma	100	PA—Debris Removal	194	severe winter ice storm
2000-12-29	1354	Arkansas	100	PA—Debris Removal	185	severe winter storm
2000-06-27	1334	North Dakota	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe storms, flooding, and ground saturation

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1999-11-23	1309	U.S. Virgin Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—IFG, HMGP	None	Hurricane Lenny
1999-09-16	1292	North Carolina	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Floyd
1999-06-08	1279	North Dakota	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work,	None	severe storms, flooding, snow and ice, ground saturation
1999-05-04	1273	Kansas	100	PA—Debris Removal	30	severe storms and tornadoes
			100	PA—Emergency Protective Measures	4	severe storms and tornadoes
1999-05-04	1272	Oklahoma	100	PA—Debris Removal	30	severe storms and tornadoes
			100	PA—Emergency Protective Measures	4	severe storms and tornadoes
1999-01-23	1266	Arkansas	100	PA—Debris Removal and Emergency Protective Measures for temporary schools	None	severe storms, tornadoes, and high winds
1998-09-24	1248	U.S. Virgin Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—IFG, HMGP	None	Hurricane Georges
1998-09-24	1247	Puerto Rico	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Georges
1998-09-23	1246	Louisiana	100	PA—Emergency Protective Measures	3	Hurricane Georges
1998-08-27	1240	North Carolina	100	PA—Debris Removal and Emergency Protective Measures	3	Hurricane Bonnie
1998-03-20	1210	Marshall Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	severe drought
1997-12-24	1194	Northern Mariana Islands	100	IA—IFG, HMGP	None	Typhoon Paka
			100	DFA	3	Typhoon Paka
1997-12-17	1193	Guam	100	PA—Debris Removal and Emergency Protective Measures	None	Typhoon Paka
			90	PA—Permanent Work, IA—IFG, HMGP	None	Typhoon Paka



Declaration Date	Disaster No.	State, Tribe, Territory	Federal Share (%)	Category	Time Limit (days)	Incident
1997-12-08	1192	Northern Mariana Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—IFG, HMGP	None	Super Typhoon Keith
1997-04-08	1175	Minnesota	100	PA—DFA	58	severe storms and flooding
			100	PA—Debris Removal and Emergency Protective Measures	None	severe storms and flooding
			90	PA—Permanent Work	None	severe storms and flooding
1997-04-08	1174	North Dakota	100	PA—Debris Removal and Emergency Protective Measures	None	severe flooding and severe winter storms
			90	PA—Permanent Work	None	severe flooding and severe winter storms
1997-04-07	1173	South Dakota	100	PA—Debris Removal and Emergency Protective Measures	None	severe flooding and severe winter storms
			100	PA—DFA	58	severe flooding and severe winter storms
			90	PA—Permanent Work	None	severe flooding and severe winter storms
1997-03-01	1163	Kentucky	100	PA—DFA	None	severe storms, tornadoes, and flooding
1997-03-02	1162	Arkansas	100	PA—DFA	None	severe storms and tornadoes
1996-09-11	1136	Puerto Rico	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Hortense
			100	PA—DFA	3	Hurricane Hortense
1996-09-06	1135	Virginia	100	PA—DFA	3	high winds, tornadoes, wind-driven rain, and river and flash flooding
1996-09-06	1134	North Carolina	100	PA—DFA	9	Hurricane Fran
			90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Fran

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1996-02-11	1102	Idaho	100	PA—DFA	3	severe storms and flooding
1996-02-09	1099	Oregon	100	PA—DFA	3	high winds, severe storms, and flooding
1995-10-04	1070	Alabama	100	PA—DFA	3	Hurricane Opal
1995-10-04	1069	Florida	100	PA—DFA	3	Hurricane Opal
1995-09-16	1068	Puerto Rico	100	PA—DFA	3	Hurricane Marilyn
1995-09-16	1067	U.S. Virgin Islands	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work, IA—IFG, HMGP	None	Hurricane Marilyn
			100	PA—DFA	10	Hurricane Marilyn
1995-07-01	1059	Virginia	100	PA—DFA	3	severe storms and flooding
1995-05-10	1049	Louisiana	100	PA—DFA	3	severe storms, tornadoes, and flooding
1995-04-26	1048	Oklahoma	100	PA—Debris Removal and Emergency Protective Measures	None	explosion occurred at a federally owned courthouse
1990-02-09	855	American Samoa	90	PA—Debris Removal, Emergency Protective Measures, Permanent Work	None	Hurricane Ofa

**Source:** Compiled by CRS using federalregister.gov and OpenFEMA, “Web Declaration Areas” dataset; data current through June 20, 2023.

**Notes:** When adjustments are delimited by a certain date (vs. a specified period of time), the incident period is generally included in the duration. **PA** = Public Assistance; **IA** = Individual Assistance; **IFG** = Individuals and Family Grant Program (precursor to current-day Individuals and Households Program); **ONA** = Individual Assistance for Other Needs; **HMGP** = Hazard Mitigation Grant Program; **DFA** = Direct Federal Assistance (e.g., federal personnel, supplies, facilities provided directly to affected communities). Note that the 1990 declaration for Hurricane Ofa received cost-share adjustments in 1995.

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