

CRS Report for Congress

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FY2007 Appropriations for State and Local Homeland Security

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Summary

In the FY2007 budget request, the Administration proposes approximately \$2.57 billion for state and local homeland security assistance programs — \$395 million less than Congress appropriated in FY2006. The budget request also proposes to consolidate six Urban Area Security Initiative sub-grants into the Targeted Infrastructure Protection Program. Additionally, the Administration proposes to change the current distribution formula used to allocate State Homeland Security Grant Program funds to states and does not request funding for the Law Enforcement Terrorism Prevention Program. This report will be updated as circumstances warrant.

This report is an overview of the Administration's budget request for the following seven homeland security programs designed to provide assistance to state and local first responders — firefighters, emergency medical personnel, emergency managers, and law enforcement officers:

- State Homeland Security Grant Program (SHSGP);
- Targeted Infrastructure Protection Program (TIPP) — initially proposed in FY2006, but not given budget authority for that fiscal year;
- Urban Area Security Initiative (UASI);
- Law Enforcement Terrorism Prevention Program (LETPP);
- Assistance to Firefighters (FIRE);
- Emergency Management Performance Grants (EMPG); and
- Citizen Corps (CCP).

The seven programs, which are intended to help state and local recipients enhance their preparedness for terrorist attacks and catastrophic events, are administered by the Office of Grants and Training (G&T) in the Department of Homeland Security (DHS).¹

¹ Programs not covered include general assistance programs that are authorized for a broad range of public safety activities, such as the Justice Assistance Grants and Community-Oriented Policing Services. Nor does this report track appropriations for bioterrorism preparedness and National Guard funding.

FY2007 Budget Request. The Administration proposes approximately \$2.57 billion for state and local homeland security assistance programs for FY2007 — \$395 million less than Congress appropriated for the programs in FY2006. This is a 13.3% reduction in aggregate budget authority. **Table 1** shows the requests for the individual programs identified in this report.

Table 1. State and Local Homeland Security Assistance Programs: FY2006 Appropriations and Budget Authority Requested for FY2007
(amounts in millions)

Programs	FY2006 Appropriation	FY2007 Request	Change from FY2006
State Homeland Security Grant Program	\$550	\$633	15.1% +
Urban Area Security Initiative	\$740	\$838	13.2% +
Urban Area Security Initiative Infrastructure Sub-grants	\$415	—	— *
<i>Port Security</i>	<i>\$175</i>	—	—
<i>Rail Security</i>	<i>\$150</i>	—	—
<i>Trucking Industry Security</i>	<i>\$5</i>	—	—
<i>Intercity Bus Security</i>	<i>\$10</i>	—	—
<i>Non-Governmental Organizations Security</i>	<i>\$25</i>	—	—
<i>Buffer Zone Protection</i>	<i>\$50</i>	—	—
Targeted Infrastructure Protection Program	—	\$600	44.6%+*
Law Enforcement Terrorism Prevention Program	\$400	—	100% -
Assistance to Firefighters Program	\$655	\$293	55.3% -
Emergency Management Performance Grants	\$185	\$170	8.1% -
Citizen Corps Programs	\$20	\$35	75% +
Total	\$2,965	\$2,570	13.3% -

Source: P.L. 109-90 (FY2006 DHS appropriations); U.S. Office of Management and Budget, *Fiscal Year 2007 Budget of the United States Government* (Washington: GPO, Feb. 2006), Appendix, pp. 507-509.

* The Targeted Infrastructure Protection Program was given no budget authority for FY2006, although six infrastructure security programs, which the Administration proposes to consolidate into the Targeted Infrastructure Protection Program, had aggregate budget authority of \$415 million for FY2006. The percentage change of 44.6% is relative to \$415 million.

The President's budget also includes structural proposals for these programs. First, the Administration proposes to consolidate six infrastructure security grants into the

Targeted Infrastructure Protection Program (TIPP).² The consolidation was initially proposed in the FY2006 budget request, but Congress chose to fund those programs as part of the budget authority for the Urban Area Security Initiative (UASI) grants. TIPP allocations would be at the discretion of the DHS Secretary. Second, the Administration proposes to change the current distribution formula used to allocate State Homeland Security Grant Program (SHSGP) funds to states. The Administration would reduce the guaranteed amount to each state from 0.75% to 0.25% of total SHSGP appropriations.³ DHS would allocate the remaining appropriations for SHSGP on the basis of risk, threat, vulnerability, and unmet capabilities; and UASI funding would also be allocated based on risk, threat, vulnerability, and unmet capabilities, as determined by the DHS Secretary.

Additionally, the Administration does not request funding for the Law Enforcement Terrorism Prevention Program (LETPP) and proposes to reduce the Assistance to Firefighters Program (FIRE) funding from \$655 million to \$293 million. DHS's Director of G&T reportedly said that the department intends to combine LETPP with SHSGP and UASI,⁴ but this intention is not explicitly mentioned in the budget request. The Administration also proposes to reduce funding to the Emergency Management Performance Grants Program (EMPG) from \$185 million to \$170 million.⁵

Issues. The Administration's FY2007 budget request may raise policy issues that Congress may consider as it legislates appropriations. The issues include reduction of overall homeland security assistance funding, consolidation of UASI sub-grants into TIPP, and reduction of all-hazards program funding (FIRE and EMPG).

Reduction of Homeland Security Assistance. In FY2005, Congress appropriated approximately \$3.61 billion for state and local homeland security assistance programs.⁶ Congress appropriated \$2.97 billion for the programs in FY2006 — a reduction of \$640 million.⁷ The Administration proposes to reduce the FY2007 appropriations for the programs to \$2.57 billion — a reduction of \$395 million.⁸ The reduction in overall funding could be the result of the Administration's determination of the nation's homeland security needs. It could have determined that past homeland security assistance funding had established a level of state and local homeland security that does not require the same or increased funding in FY2007. The Administration, in the FY2007 budget request, points out that since 2001, the federal government has provided approximately \$18 billion for state, local, and tribal governments to enhance

² The six UASI sub-grants include port, rail, trucking industry, intercity bus, non-governmental organizations, and buffer zone protection security programs.

³ P.L. 109-90 (FY2006 DHS appropriations), Title III, provides a guaranteed amount of 0.75%.

⁴ U.S. Department of Homeland Security, Office of Grants and Training, Tracy Henke, Director, quoted in *CQ Homeland Security*, "Budget '07: Administration Proposes Cuts in State and Local Grant Programs," available at [<http://homeland.cq.com>].

⁵ Ibid.

⁶ P.L. 108-334 (FY2005 DHS appropriations), Title III.

⁷ P.L. 109-90, Title III.

⁸ *Fiscal Year 2007 Budget of the United States Government*, Appendix, pp. 507-509.

their homeland security preparedness.⁹ The budget request also states that the proposed reduction would allow funding to be prioritized toward other DHS programs, and that the U.S. Office of Management and Budget's Program Assessment and Rating Tool (PART) process has found it difficult to measure the impact and results of funding these programs from 2002 to 2005.¹⁰

This reduction, however, may be seen by some critics as not meeting the needs of states and localities because of what is considered by some (such as the 9/11 Commission) as inadequate and unfair distribution of past homeland security assistance funding.¹¹ Additionally, critics may argue that the Administration's proposal to guarantee 0.25%, rather than 0.75%, of total SHSGP appropriations to each state is a continuation of this inadequate and unfair distribution.

Targeted Infrastructure Protection Program. The Administration proposes to consolidate six UASI sub-grants into TIPP with an appropriation of \$600 million. In FY2006, Congress appropriated \$415 million for the sub-grants:

- port security (\$175 million);
- rail security (\$150 million);
- trucking industry security (\$5 million);
- intercity bus security (\$10 million);
- non-governmental organizations security (\$25 million); and
- buffer zone protection (\$50 million).

The Administration proposes an increase of \$185 million for infrastructure protection, and some might argue that the increase provides needed funding for the six UASI sub-grant activities. The budget request proposes that TIPP would be an integrated program which would enable DHS to supplement state and local infrastructure protection programs. Priority of funding and projects would be determined by the DHS Secretary based on the National Preparedness Goal and the National Infrastructure Protection Plan.¹² The budget request states that TIPP will consolidate disparate programs and focus on securing transportation assets and other critical infrastructure.¹³ Some might argue, however, that the consolidation, without identified amounts for specific infrastructure protection activities, might result in states and localities not being able to meet their specific infrastructure security needs and that TIPP could be a "one size fits all" approach to infrastructure security.

All-Hazards. In the FY2007 budget request, the Administration proposes to reduce funding to two all-hazards programs — FIRE and EMPG. "All-hazards" refers to a program's authorized activities that not only include terrorism preparedness and response, but also include natural and technical disaster preparedness and response. The

⁹ *Fiscal Year 2007 Budget of the United States Government*, p. 131.

¹⁰ *Ibid.*, p. 140.

¹¹ National Commission on Terrorist Attacks Upon the United States, *The 9/11 Commission Report* (Washington: GPO, July 2004), p. 396.

¹² *Fiscal Year 2007 Budget of the United States Government*, Appendix, pp. 508-509.

¹³ *Ibid.*, p. 140.

Administration proposes \$293 million for FIRE (a reduction of \$362 million from FY2006 funding), and \$170 million for EMPG (a reduction of \$15 million from FY2006 funding). Additionally, the Administration proposes that priority will be given to local FIRE grant applications that enhance capabilities needed for response to terrorism and other major incidents.¹⁴ Even though the Administration proposes to reduce funding to the programs, the budget request proposes \$3.1 billion for Federal Emergency Management Agency (FEMA) activities — an increase of \$363 million from FY2006 — and \$1.94 billion is requested for the Disaster Relief Fund. Additionally, the Administration proposes approximately \$70 million for FEMA's operational accounts to improve operational and oversight capacities and to enhance alert and early warning systems.¹⁵

Critics might argue that the reduction of funding for certain programs and the emphasis on terrorism preparedness and response does not meet the needs of states and localities, especially following Hurricanes Katrina and Rita. Louisiana, Mississippi, and Alabama's preparedness for and response to these hurricanes could be interpreted as evidence of a need for increased funding for FIRE and EMPG, in conjunction with the Administration's proposed increase in overall FEMA funding.

¹⁴ Ibid.

¹⁵ Ibid., p. 137.