

CRS Report for Congress

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Terrorism Funding: FY2002 Appropriation Bills

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Summary

Much of the enormous economic costs of the September 11 terrorist attacks will be addressed in the regular 13 FY2002 appropriations bills, plus allocations of the \$40 billion emergency supplemental spending measure signed into law on September 18 (P.L. 107-38). Using baseline data provided by the Office of Management and Budget, this report organizes and tracks U.S. spending to combat terrorism across the 13 appropriation bills, including amounts allocated from the \$40 billion emergency supplemental. Each of the FY2002 spending measures includes money for terrorism-related activities, although the amount varies widely among the 13 bills. Over 80% of the estimated \$11 billion requested for FY2002 to combat terrorism falls in two appropriation measures: the Defense Department appropriation and the Departments of Commerce, Justice, State, the Judiciary and Related Agencies appropriation.

Initial allocations – totaling \$8.8 billion to date – from the emergency supplemental appropriation have also augmented programs aimed at recovering from and responding to the terrorist attacks falling under the jurisdiction of each of the 13 appropriation measures. Activities funded in the Defense and Military Construction spending measures have received 62% of the allocations, while the Federal Emergency Management Agency (FEMA), funded in the Veterans/HUD appropriation bill, received 23%. Table 1 provides a summary for each bill and a total for all 13. Tables 2 through 13 present separate pages for each appropriation measure, listing in most cases spending at the account level.

There are significant limitations in identifying precise amounts included in appropriation bill accounts for terrorism-related activities. Some result from the way in which OMB organizes its data around categories that do not necessarily correspond to appropriation accounts. In many cases, terrorism-related resources are co-mingled in a “host” account with other funds with no precise designation of amounts to combat terrorism. OMB data for defense and military construction appropriations are not disaggregated and are provided in only very broad categories. Nevertheless, data presented in this report indicate where funds are concentrated and highlight new spending initiatives that have emerged since September 11.

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Terrorism Funding: FY2002 Appropriation Bills

Funding Overview

Much of the enormous economic cost of the September 11 terrorist attacks will be funded in the 13 regular FY2002 appropriations bills and through allocations of the \$40 billion FY2001 emergency supplemental spending measure signed into law on September 18 (P.L. 107-38). This report organizes and tracks U.S. spending to combat terrorism across the 13 appropriation bills, including amounts allocated from the \$40 billion emergency supplemental.

Each of the FY2002 spending measures includes money for terrorism-related activities, although the amount varies widely among the 13 bills. As shown in Table 1, over 80% of the estimated \$11 billion requested for FY2002 to combat terrorism falls in two appropriation measures: the Defense Department and the Departments of Commerce, Justice, State, the Judiciary and Related Agencies.

Initial allocations – totaling \$8.8 billion so far – from the emergency supplemental appropriation have also augmented programs aimed at recovering from and responding to the terrorist attacks falling under the jurisdiction of each of the 13 appropriation measures. Activities funded in the Defense and Military Construction spending measures have received 62% of the allocations, while the Federal Emergency Management Agency (FEMA), funded in the Veterans/HUD appropriation bill, received 23%.

Table 1 provides a summary for each bill and a total for all 13. Tables 2 through 13 present separate pages for each appropriation measure, listing in most cases spending at the account level. The data provide amounts enacted for FY2001, proposed for FY2002, and where possible, levels approved in House and Senate FY2002 appropriation bills. **Figures specifically supporting efforts to combat terrorism are set out in bold type and totaled at the bottom of each appropriation bill entry.** In addition, the tables include details on the initial \$8.6 billion allocations made from the \$40 billion emergency supplemental appropriation. These amounts are listed near the bottom and in the far right column of each page for the 13 spending bills.¹

¹ These tables focus on discretionary spending – that is, money provided as budget authority in appropriation bills – to combat terrorism. There will also be considerable costs within entitlement programs, such as increases in unemployment insurance claims, associated with recovery efforts from the September 11 attacks. These non-discretionary, entitlement expenditures are not addressed in this report.

As noted below, there are significant limitations in identifying precise amounts included in appropriation bill accounts for terrorism-related activities. Nevertheless, data presented in this report indicate where funds are concentrated and identify new spending initiatives that have emerged since September 11.

Methodology and Limitations

Funding for programs to combat terrorism have been loosely coordinated and documented in an annual report to Congress by the Office of Management and Budget (OMB).² OMB presents the data in two ways: according to spending by each Federal agency and according to five “mission” categories. OMB defines the five categories as follows:

- **Physical security of government** – programs protecting Federally owned, leased or occupied facilities and Federal employees from terrorist acts.
- **Physical security of the national populace** – activities protecting national infrastructure, including air traffic, railroad, highway, maritime, and electronic distribution systems; energy production, distribution, and storage; vital services, such as banking, water, and emergency services; and telecommunication systems.
- **Law enforcement and investigative activities** – programs aimed at reducing the ability of groups or individuals to commit terrorist acts, and investigating and prosecuting terrorist acts when they occur.
- **Preparing for and responding to terrorist acts** – activities focused on planning, training, and equipping personnel responsible for incident response.
- **Research and development** – programs designed to develop technologies to deter, prevent, or mitigate terrorist acts. Included in these figures is R&D to defend against weapons of mass destruction.

Although the five mission categories and agency distribution data are useful in analyzing resource priorities for combating terrorism, **Congress does not consider funding initiatives using these organizational structures. Rather, Congress addresses terrorism-related spending, like other funding proposals, through appropriation bills.** In order to organize funding amounts in the way in which Congress considers and approves resources, tables in this report “cross-walk” the OMB figures from the mission and agency-based organization structure to an appropriation account listing.

² Office of Management and Budget. Annual Report to Congress on Combating Terrorism. August 2001. Found at: [<http://www.whitehouse.gov/omb/legislative/>]

There are significant limitations, however, in drawing on the OMB data and reconfiguring it to parallel the appropriation bill structure. The first is that very few Federal programs are exclusively focused on combating terrorism, making it difficult to precisely identify funding for terrorism activities.³ Rather, resources to combat terrorism are incorporated into larger, “host” programs in agency budgets. For example, a variety of counter-terrorism programs, totaling about \$222 million in FY2001, are funded within the \$417 million Justice Department’s Office of Justice Programs account. The \$222 million figure represents a Department of Justice/OMB estimate and does not reflect a specific appropriation line item or a directive/earmark made by Congress in the FY2001 appropriation.

Like executive agencies, Congress does not appropriate funds to combat terrorism in discreet accounts, except in a few cases. Rather, amounts for terrorism activities are merged into larger “host” accounts, and in most cases, there are no estimates of how much of the “host” account will or should be committed to combat terrorism. Committee reports on the appropriation measures occasionally discuss amounts dedicated to terrorism activities, but rarely in a comprehensive way that would allow for a clear identification of how much is included within a specific account and how the level might compare to the President’s request. Due to this limitation, most accounts listed in the House and Senate columns in the accompanying tables show a “not specified,” or “NS” designation and are not totaled. In order to mitigate this limitation to some extent, the tables also include amounts for the “host” accounts from which terrorism spending is drawn. Although not a definitive indicator of funding levels to combat terrorism, “host” account totals, when compared with Administration requests, can provide some evidence of whether appropriation bills provide sufficient amounts that would allow the executive agencies to proceed with plans to fund terrorism-related activities. Only in a few cases – where an account exclusively funds terrorism-related activities or is a congressional initiative, such as the creation of a new Deputy Attorney General for Domestic Terrorism in the Senate-passed Commerce, Justice, State spending bill – are amounts included in these House and Senate columns.

Linking the OMB data that is organized according to the five “mission” categories with appropriation accounts also presents challenges. The mission categories, in many cases, appear to aggregate funds across several appropriation accounts, and in the case of the Department of Interior appropriation bill, across multiple agencies. Wherever possible, the tables provide more specific information regarding the purpose of funds for combating terrorism than what can be gleaned from OMB’s generic mission categories. Nevertheless, the categories used by OMB are the most frequently cited in the tables. Because OMB allocates funds from the \$40 billion emergency supplemental by appropriation account, this problem does not apply to those resources.

A further limitation is the lack of any breakdown for defense spending where the largest amount of terrorism-related funding is concentrated. The OMB report lumps

³ Some exceptions include the Justice Department’s Counter-terrorism Fund, the State Department’s Anti-Terrorism Assistance and Terrorist Interdiction Programs, the Treasury Department’s Counter-terrorism Fund.

all U.S. defense, intelligence, and military construction into a single “National Security Community” group, making it impossible to differentiate between funds appropriated in the Defense and Military Construction spending bills. Moreover, the OMB document provides no further information regarding how the \$6.4 billion “National Security Community” spending requested for FY2002 is allocated among appropriation accounts. Portions of the defense budget are classified, adding another obstacle to identifying accounts in which funds to combat terrorism are included. Due to these constraints, Table 4 includes a combined entry for Defense and Military Construction appropriations that does not offer any data at the account level. Resources allocated from the \$40 billion emergency supplemental appropriation, however, are broken out into more specific categories provided by the Defense Department and OMB.

A further possible deficiency in the OMB report is the extent to which amounts for combating terrorism are overstated. During research efforts to compile these data, CRS identified anecdotal evidence that selected figures in the OMB report far exceeded those attributed by other sources. For example, OMB states that the U.S. Department of Agriculture’s Agriculture Research Service (ARS) spent \$32.5 million on research related to bioterrorism in FY2001. A recent General Accounting Office report, however, quantifies the ARS total at \$0.5 million last year.⁴ CRS is not able, however, to estimate the extent to which amounts provided in the OMB report are overstated, or conversely, understated.

⁴ U.S. General Accounting Office. *Bioterrorism: Federal Research and Preparedness Activities*, September 2001, p. 35.

Table 1. Combating Terrorism Appropriations Summary
(\$s – millions)

Appropriation Bill	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Agriculture & Related Agencies	\$57.9	\$53.2	–	–	–	\$72.2
Commerce, Justice, State	\$2,205.7	\$2,537.5	–	–	–	\$292.6
Defense & Military Construction	\$5,505.0	\$6,433.0	–	–	–	\$5,460.4
District of Columbia	\$0.0	\$0.0	\$16.0	–	–	\$6.0
Energy and Water Development	\$715.4	\$801.7	–	–	–	\$5.0
Foreign Operations	\$55.5	\$54.4	–	–	–	\$257.0
Interior	\$8.7	\$7.7	–	–	–	\$3.1
Labor, Health & Human Services, & Education	\$290.6	\$343.3	–	–	–	\$155.2
Legislative Branch	NS	NS	–	–	–	\$86.6
Transportation	\$286.0	\$290.5	–	–	–	\$332.2
Treasury, Postal Service, Executive Office of the President, & General Government	\$538.2	\$525.2	–	–	–	\$147.5
Veterans Affairs, Housing & Urban Development, & Independent Agencies	\$36.9	\$37.6	–	–	–	\$2,000.2
TOTAL	\$9,642.0	\$11,030.9	–	–	–	\$8,818.0

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Table 2. Agriculture and Related Agencies

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Agriculture Research Service (ARS):							
Salaries & Expenses		\$896.8	\$915.6	\$971.4	\$1,004.7	–	
of which combating terrorism:	Research	\$32.5	\$34.6	NS	NS	–	
Buildings & Facilities		\$74.0	\$30.5	\$78.9	\$99.6	–	
of which combating terrorism:	Facility Work (Infrastructure)	\$16.0	\$3.8	NS	NS	–	
Animal & Plant Health Inspection Service:							
Salaries & Expenses		\$592.4	\$702.9	\$587.4	\$602.8	–	
of which combating terrorism:	Emergency Management System	\$0.0	\$0.2	NS	NS	–	
Buildings & Facilities		\$9.8	\$5.2	\$7.2	\$5.2	–	
of which combating terrorism:	Facility Work (Infrastructure)	\$3.2	\$3.2	NS	NS	–	
Departmental Administration							
of which combating terrorism:	Physical security of government	\$5.7	\$5.8	NS	NS	–	
	Crisis Planning & Management	\$0.5	\$0.6	NS	NS	–	
Food and Drug Administration							
Salaries & Expenses		\$1,066.2	\$1,173.7	\$1,183.6	\$1,182.7	–	
of which combating terrorism:	Research & Development	\$0.0	\$5.0	NS	NS	–	
Emergency Supplemental Allocations:							
Commodity Futures Trading Commission	Office equipment for NYC/WTC office	–	–	–	–	–	\$0.2
P.L. 480 food aid grants	Purchase & deliver food to Afghans	–	–	–	–	–	\$72.0

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
TOTAL Agriculture and Related Agencies		\$57.9	\$53.2			-	\$72.2

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 2001; USDA, Office of Budget and Program Analysis.

Table 3. Commerce, Justice, and State, the Judiciary, and Related Agencies

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Commerce Department							
Bureau for Export Administration		\$57.5	\$61.6	\$61.6	\$61.6	–	
of which combating terrorism:	Export licensing enforcement/investigate	\$12.2	\$12.2	NS	NS	–	
Natl Institute of Standards & Technology		\$597.0	\$487.4	\$489.0	\$696.5	–	
of which combating terrorism:	Physical security of government	\$3.4	\$3.4	NS	NS	–	
	Research & Development	\$4.1	\$4.1	NS	NS	–	
Emergency Supplemental Allocations:							
International Trade Administration	Relocation of staff from WTC offices	–	–	–	–	–	\$0.1
Subtotal Commerce Department		\$19.7	\$19.7			–	\$0.1
Justice Department							
General Administration, S&E		\$88.5	\$93.4	\$91.7	\$93.4	–	
of which combating terrorism:	Law enforcement/investigative activities	\$9.0	\$9.3	NS	NS	–	
	Physical security of government	\$2.0	\$2.0	NS	NS	–	
General Administration, Dep AG for Terrorism	Create a new Dep Att General for Combating Domestic Terrorism	\$0.0	\$0.0	NS	\$23.0	–	
General Administration, Port Security	Improved security for counterterrorism and counternarcotics	\$0.0	\$0.0	NS	\$40.0	–	
General Legal Activities		\$534.6	\$566.8	\$568.0	\$527.5	–	
of which combating terrorism:	Law enforcement & investigations	\$9.7	\$10.8	NS	NS	–	

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
	Physical security of government	\$1.6	\$2.3	NS	NS	–	
	Preparing & responding to terrorist acts	\$2.3	\$2.8	NS	NS	–	
Administrative Review and Appeals of which combating terrorism:	Physical security of government	\$160.7	\$178.5	\$178.8	\$45.8	–	
		\$1.0	\$1.0	NS	NS	–	
Antitrust Division of which combating terrorism:	Physical security of government	\$120.6	\$141.0	\$141.4	\$130.8	–	
		\$0.4	\$0.4	NS	NS	–	
Community Relations Service of which combating terrorism:	Preparing & responding to terrorist acts	\$8.5	\$9.3	\$9.3	\$9.3	–	
		\$0.1	\$0.1	NS	NS	–	
Counterterrorism Fund	To reimburse DOJ offices damaged by terrorist acts & for costs to counter, investigate, or prosecute terrorist activities	\$5.0	\$5.0	\$5.0	\$0.0	–	
Drug Enforcement Administration of which combating terrorism:	Physical security of government	\$1,360.1	\$1,481.0	\$1,476.1	\$1,489.8	–	
		\$12.2	\$15.8	NS	NS	–	
Federal Bureau of Investigations S&E, Counter-Intelligence & Natl Security, and Construction		\$3,245.1	\$3,507.1	\$3,492.3	\$3,469.1	–	
of which combating terrorism:	Law enforcement/investigative activities	\$422.8	\$458.7	NS	NS	–	
	Physical security of government	\$8.8	\$10.8	NS	NS	–	
	Preparing & responding to terrorist acts	\$88.5	\$91.1	NS	NS	–	
	Research & Development	\$6.9	\$6.9	NS	NS	–	
Federal Prisons Systems, S&E of which combating terrorism:	Law enforcement/investigative activities	\$3,469.2	\$3,829.4	\$3,831.0	\$3,786.2	–	
		\$19.0	\$19.0	NS	NS	–	
Office of Justice Programs		\$417.0	\$407.7	\$408.4	\$564.7	–	

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
of which combating terrorism:	Prepares, equips, & trains State & local entities to respond to chemical, biological, radiological, & other incidents of domestic terrorism	\$221.7	\$220.5	\$220.5	\$364.0	–	
Immigration and Naturalization Service		\$3,252.0	\$3,516.4	\$3,499.9	\$3,381.1	–	
of which combating terrorism:	Law enforcement/investigative activities	\$14.9	\$22.6	NS	NS	–	
	Physical security of government	\$13.3	\$13.3	NS	NS	–	
U.S. Attorneys		\$1,247.6	\$1,346.3	\$1,354.0	\$1,260.4	–	
of which combating terrorism:	Law enforcement/investigative activities	\$2.0	\$2.0	NS	NS	–	
	Physical security of government	\$12.0	\$12.0	NS	NS	–	
U.S. Marshals Service, S&E & Construction		\$589.5	\$626.4	\$629.3	\$741.8	–	
of which combating terrorism:	Physical security of government	\$85.0	\$127.0	NS	NS	–	
Emergency Supplemental Allocations:							
U.S. Marshals, S&E	Increased airport & courthouse security	–	–	–	–	–	\$3.6
	Establish the Special Master's office to coordinate WTC & Pentagon victims compensation.	–	–	–	–	–	\$7.3
FBI, S&E	Investigation of terrorist attacks	–	–	–	–	–	\$36.9
Subtotal Justice Department		\$938.2	\$1,033.4			–	\$47.8
State Department							
Embassy Security/ Construction/Maintenance		\$1,077.6	\$1,291.0	\$1,286.0	\$1,067.0	–	
of which combating terrorism:	Worldwide embassy security upgrades	\$668.0	\$826.0	\$816.0	\$661.6	–	

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Diplomatic and Consular Programs		\$3,167.2	\$3,705.1	\$3,645.7	\$3,498.4	–	
Bureau of Administration		\$289.9	\$301.1	NS	NS	–	
of which combating terrorism:	Law enforcement and investigative	\$15.0	\$0.0	NS	NS	–	
	Preparing & responding to terrorist acts	\$2.0	\$2.0	NS	NS	–	
Bureau of Consular Affairs		\$41.3	\$42.8	NS	\$42.8	–	
of which combating terrorism:	Law enforcement and investigative	\$5.1	\$5.1	NS	NS	–	
	Preparing & responding to terrorist acts	\$0.3	\$0.3	NS	NS	–	
Bureau of Diplomatic Security		\$568.0	\$650.0	NS	NS	–	
of which combating terrorism:	Law enforcement and investigative	\$4.0	\$4.0	NS	NS	–	
	Physical security of government	\$519.0	\$601.0	NS	NS	–	
	Research & Development	\$3.0	\$3.0	NS	NS	–	
Bureau of Financial Management & Policy		\$56.2	\$67.6	NS	\$62.6	–	
of which combating terrorism:	Law enforcement and investigative	\$3.0	\$13.4	NS	NS	–	
Bureau of Intelligence		\$39.2	\$40.3	NS	\$39.2	–	
of which combating terrorism:	Law enforcement and investigative	\$1.0	\$1.0	NS	NS	–	
Bureau of Political/Military Affairs		\$21.6	\$22.6	NS	\$22.5	–	
of which combating terrorism:	Law enforcement and investigative	\$11.6	\$11.6	NS	NS	–	
	Preparing & responding to terrorist acts	\$1.0	\$1.0	NS	NS	–	
Office of the Secretary		\$58.3	\$60.8	NS	NS	–	
of which combating terrorism:	Preparing & responding to terrorist acts	\$3.2	\$3.2	NS	NS	–	
Office of the Secretary/Counter-Terrorism	Research & Development	\$1.8	\$3.0	NS	\$1.8	–	
Emergency Supplemental Allocations:							

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Diplomatic and Consular Programs	Potential evacuation at high-threat posts	-	-	-	-	-	\$0.4
	Hiring new Diplomatic Security agents	-	-	-	-	-	\$30.0
	Media outreach to Muslim audiences	-	-	-	-	-	\$15.0
	Emergency medical supplies	-	-	-	-	-	\$4.0
	Counterterrorism Foreign Emergency Support Team equipment	-	-	-	-	-	\$1.0
	Intl component in next Top Officials training in biological terrorism simulation	-	-	-	-	-	\$3.0
	Counterterrorism Coordinator staff	-	-	-	-	-	\$2.0
Capital Investment Fund	Improved communications	-	-	-	-	-	\$15.0
Emergencies in Diplomatic/Consular Service	Rewards for terrorist information & potential evacuation at high-threat posts	-	-	-	-	-	\$41.0
International Broadcasting Operations	Increase VOA & RFE/RL broadcasts	-	-	-	-	-	\$12.3
Subtotal State Department		\$1,238.0	\$1,474.6				\$123.7
Other Agencies							
Judiciary (multiple accounts)							
of which combating terrorism:	Physical security of government	\$9.8	\$9.8	NS	NS	-	-
Emergency Supplemental Allocations:							
Judiciary							

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Supreme Court, Care of Buildings & Grounds	Protective window film	-	-	-	-	-	\$1.3
Court of Appeals, District Courts, & Other	Court security	-	-	-	-	-	\$19.7
Small Business Administration							
Disaster Loans Program	Low interest disaster loans for victims in affected areas	-	-	-	-	-	\$100.0
TOTAL, Commerce/Justice/State		\$2,205.7	\$2,537.5				\$292.6

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 2001
House and Senate Appropriations Committees

Table 4. Defense and Military Construction

(\$s – millions)

Programs	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Defense and Military Construction							
of which combating terrorism:	Law enforcement/investigative activities	\$2,731.5	\$2,887.7	–	–	–	
	Physical security of government	\$2,300.3	\$3,097.5	–	–	–	
	Preparing & responding to terrorist acts	\$238.3	\$248.5	–	–	–	
	Research & Development	\$234.9	\$199.3	–	–	–	
Emergency Supplemental Allocations:							
Increased situational awareness	Enhanced intelligence & other capabilities	–	–	–	–	–	\$1,762.4
Enhanced force protection		–	–	–	–	–	\$760.0
Improved command and control		–	–	–	–	–	\$668.0
Increased worldwide posture (higher optempo & mobilizing reserves)		–	–	–	–	–	\$910.0
Offensive counterterrorism (increased inventory of precision munitions)		–	–	–	–	–	\$392.0
Initial crisis response (including Navy deployments & combat air patrol, & family asst & identifying remains)		–	–	–	–	–	\$522.0
Pentagon repair & construction		–	–	–	–	–	\$141.0
Natl Guard providing airport security		–	–	–	–	–	\$205.0
Other (including fuel costs)		–	–	–	–	–	\$100.0

Programs	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
TOTAL Defense and Military Construction		\$5,505.0	\$6,433.0				\$5,460.4

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Source: OMB and OMB Annual Report to Congress on Combating Terrorism, August 2001.

Table 5. District of Columbia
(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Emergency Planning	Terrorism response	\$0.0	\$0.0	\$16.0	–	–	
Emergency Supplemental Allocations:							
Federal support for Econ Development & Management Reform in the District	Short-term response activities, including police, fire, & public works overtime costs	–	–	–	–	–	\$6.0
TOTAL District of Columbia		\$0.0	\$0.0	\$16.0	–	–	\$6.0

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Note: Emergency Planning funds provided in the House-passed bill were originally requested to cover security costs associated with the World Bank/IMF meeting.

Sources: OMB
House Appropriations Committee

Table 6. Energy and Water Development

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Defense Dept – Army Corps of Engineers							
National Emergency Preparedness Program		\$4.0	\$4.0	\$4.0	\$4.0	–	
of which combating terrorism:	Preparing for national/regional crises, including terrorist acts	NS	NS	NS	NS	–	
National Dam Security Program	Antiterrorism planning & training	\$0.03	\$0.03	\$0.03	\$0.03	–	
Interior Dept – Bureau of Reclamation							
Emergency Planning & Disaster Response		\$0.3	\$0.3	\$0.3	\$0.3	–	
of which combating terrorism:	Disaster response, emergency notification, & continuity of operations	NS	NS	NS	NS	–	
Site Security Program	Physical security of dams against sabotage and terrorism	\$1.0	\$1.8	\$1.8	\$1.8	–	
Water & Related Resources		\$678.5	\$648.0	\$691.2	\$732.5	–	
of which combating terrorism:	Individual project security improvements	NS	\$3.0	NS	NS	–	
Energy Department							
Defense Activities		\$13,468.1	\$13,355.1	\$13,875.4	\$15,088.5	–	
of which combating terrorism:	Physical security of government	\$593.9	\$690.8	NS	NS	–	
	Law enforcement	\$0.9	\$1.0	NS	NS	–	
	Preparing & responding to terrorist acts	\$47.1	\$45.1	NS	NS	–	
	Research & Development	\$68.0	\$55.6	NS	NS	–	
Nuclear Regulatory Commission		\$481.9	\$506.9	\$516.9	\$511.9	–	

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
of which combating terrorism:	Physical security of govt & populace	\$3.7	\$3.6	NS	NS	–	
	Law enforcement	\$0.5	\$0.6	NS	NS	–	
	Preparing & responding to terrorist acts	\$0.3	\$0.2	NS	NS	–	
Emergency Supplemental Allocations:							
Energy Department							
Natl Nuclear Security Administration, Weapons Activities	Enhance security at DOE national labs	–	–	–	--	–	\$5.0
TOTAL Energy and Water Development		\$715.4	\$801.7				\$5.0

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 2001
Army Corps of Engineers

Table 7. Foreign Operations

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
USAID operating expenses		\$531.8	\$549.0	\$549.0	\$549.0	–	
of which combating terrorism:	Security at U.S. & overseas facilities	\$12.5	\$11.6	NS	NS	–	
USAID disaster aid		\$164.3	\$200.0	\$201.0	\$255.0	–	
of which combating terrorism:	Preparing for WMD disasters	\$1.0	\$0.8	NS	NS	–	
Non-Proliferation, anti-terrorism, demining (State Department)						–	
of which combating terrorism:	Anti-Terrorism Assistance	\$38.0	\$38.0	\$38.0	\$38.0	–	
	Terrorist Interdiction Program	\$4.0	\$4.0	\$4.0	\$4.0	–	
Emergency Supplemental Allocations:							
Export-Import Bank	Relocate NYC office	–	–	–	–	–	\$0.1
USAID Operating Expenses	Evacuation plans & communications	–	–	–	–	–	\$2.4
	Security enhancements overseas	–	–	–	–	–	\$2.0
USAID Disaster Assistance	Humanitarian aid in Afghanistan	–	–	–	–	–	\$20.0
Economic Support Fund	Economic support for Pakistan	–	–	–	–	–	\$100.0
Intl Narcotics Control & Law Enforcement	Improved Pakistani border security	–	–	–	–	–	\$73.0
Peace Corps	Evacuation of volunteers	–	–	–	–	–	\$6.5
Intl Affairs Technical Assistance	Foreign government training to combat terrorist financing	–	–	–	–	–	\$3.0

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Migration & Refugee Assistance	Aid to potential new refugees in Pakistan & neighboring countries	-	-	-	-	-	\$50.0
TOTAL Foreign Operations		\$55.5	\$54.4				\$257.0

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 200.
USAID Office of Physical Security

Table 8. Interior and Related Agencies

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
National Park Service		\$2,133.5	\$2,517.7	\$2,284.7	\$2,295.1	–	
Bureau of Land Management		\$2,144.2	\$1,771.5	\$1,872.4	\$1,859.1	–	
Bureau of Indian Affairs		\$2,137.6	\$2,203.6	\$2,213.8	\$2,230.4	–	
Office of the Secretary		\$64.2	\$64.2	\$55.2	\$67.5	–	
of which combating terrorism (combined):	Preparing & responding to terrorist acts	\$0.5	\$0.5	NS	NS	–	
National Park Service		\$2,133.5	\$2,517.7	\$2,284.7	\$2,295.1	–	
of which combating terrorism:	Physical security of national populace	\$0.9	\$1.6	NS	NS	–	
National Park Service		\$2,133.5	\$2,517.7	\$2,284.7	\$2,295.1	–	
Fish & Wildlife Service		\$1,209.0	\$1,091.0	\$1,336.0	\$1,271.0	–	
U.S. Geological Survey		\$882.8	\$813.4	\$900.5	\$892.5	–	
of which combating terrorism (combined):	Physical security of government	\$1.1	\$1.1	NS	NS	–	
National Park Service		\$2,133.5	\$2,517.7	\$2,284.7	\$2,295.1	–	
Bureau of Indian Affairs		\$2,137.6	\$2,203.6	\$2,213.8	\$2,230.4	–	
of which combating terrorism (combined):	Law enforcement/investigative procedures	\$6.2	\$4.5	NS	NS	–	
Emergency Supplemental Allocations:							
Operation of the National Park System	Emergency response costs, NYC & DC	–	–	–	–	–	\$1.7
U.S. Park Police	Emergency response costs in NYC & DC	–	–	–	–	–	\$1.4

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
TOTAL Interior		\$8.7	\$7.7				\$3.1

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Source: OMB, Annual Report to Congress on Combating Terrorism, August 2001

Note: Although it is not clear what portion of the U.S. Park Police budget can be attributed specifically to combating terrorism, security to prevent and respond to terrorist acts at memorials and buildings managed by the National Park Service – including the Statue of Liberty, the White House, Lincoln Memorial, Jefferson Memorial, Washington Monument and areas around the U.S. Capitol – is a core function of the U.S. Park Police. Moreover, the Park Police received \$1.6 million in FY2001 for stepped up security at the Washington Monument in the face of terrorist threats. Because the OMB Terrorism report combines spending figures for several agencies, it is unclear whether or how much of Park Police money is identified as countering terrorism. The Park Police received a total of \$59.2 million for operations in FY2001(excluding the Pension Fund). For FY2002, the budget request is \$65.3 million, the House-passed bill contains \$65.3 million, and the Senate-passed bill contains \$66.1 million.

Table 9. Labor, Health and Human Services, and Education

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
U.S. Dept. of Health & Human Services							
Centers for Disease Control & Prevention		\$4,046.6	\$3,878.5	–	–	–	
of which combating terrorism:	Bioterrorism preparedness and response, including Natl Pharmaceutical Stockpile	\$180.9	\$181.9	–	–	–	
National Institutes of Health		\$20,298.3	23,041.9	–	–	–	
of which combating terrorism:	Basic & applied research related to likely bioterrorism agents	\$49.7	\$92.7	–	–	–	
General Departmental Management		\$356.5	\$421.2	–	–	–	
of which combating terrorism:	Countering bioterrorism, including R&D, metropolitan medical response, & cyber-security	\$60.0	\$68.7	–	–	–	
Emergency Supplemental Allocations:							
U.S. Dept. of Health & Human Services							
Public Health & Social Service Emergency Fund	Health related needs-NYC/DC metro area	–	–	–	–	–	\$126.2
U.S. Dept. of Labor							
Training & Employment Services	Temporary jobs to aid NYC restoration	–	–	–	–	–	\$25.0
State Unemployment Insurance & Employment Service Operations	Unemployment insurance	–	–	–	–	–	\$3.5
Occupational Safety & Health Admin.	OSHA monitoring at disaster sites	–	–	–	–	–	\$0.5
TOTAL Labor, Health & Human Services, and Education		\$290.6	\$343.3				\$155.2

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 2001; House Appropriations Committee; DHHS FY2002 budget justifications; NIH Budget Office

Table 10. Legislative Branch

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
U.S. Capitol Police Board		\$106.9	\$122.3	\$123.7	\$125.3	–	
of which combating terrorism:	Law enforcement/investigative/physical security	NS	NS	NS	NS	–	
Emergency Supplemental Allocations:							
U.S. Capitol Police	Increased security & overtime pay	–	–	–	–	–	\$42.8
Senate	Increased security; preparing for future	–	–	–	–	–	\$5.3
House of Representatives	Increased security; preparing for future	–	–	–	–	–	\$1.3
Office of Attending Physician	Reduce risk & potential damage of life caused by future terrorist events	–	–	–	–	–	\$1.5
Architect of the Capitol	Increased security; preparing for future	–	–	–	–	–	\$33.2
Library of Congress	Increased security; preparing for future	–	–	–	–	–	\$2.5
TOTAL Legislative Branch		NS	NS	NS	NS		\$86.6

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Source: OMB

Table 11. Transportation and Related Agencies

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Office of the Sec./Security & Intelligence of which combating terrorism:	Intelligence gathering	\$1.3 NS	\$1.3 NS	\$1.3 NS	\$1.3 NS	– –	
Coast Guard, Defense Function of which combating terrorism:	Law enforcement and investigative Physical security of government Preparing & responding to terrorist acts	\$4,510.7 \$0.6 \$0.1 \$2.6	\$5,055.8 \$0.5 \$0.1 \$2.7	\$4,996.2 NS NS NS	\$5,110.6 NS NS NS	– – – –	
Federal Aviation Administration of which combating terrorism:	Civil Aviation Security Explosives Detection Systems System Security Technology	\$12,588.0 \$125.5 \$101.8 \$54.4	\$13,287.8 \$134.9 \$100.0 \$50.3	\$13,275.5 NS \$100.0 \$44.5	\$13,325.8 \$134.9 \$100.0 \$55.3	– – – –	
Federal Transit Administration of which combating terrorism:	Preparing & responding to terrorist acts Research & Development	\$6,260.7 \$0.8 \$0.1	\$6,747.0 \$1.1 \$0.8	\$6,747.0 NS NS	\$6,847.0 NS NS	– – –	
St. Lawrence Seaway Development Corp. of which combating terrorism:	Physical security of national populace	\$13.0 \$0.1	\$13.3 \$0.1	\$13.4 NS	\$13.3 NS	– –	
Emergency Supplemental Allocations:							
Coast Guard operating expenses	NY Harbor patrols & reservists recall	–	–	–	–	–	\$18.0
Federal Aviation Administration Ops	Increased airport security/Sky Marshals	–	–	–	–	–	\$264.0
FAA Aviation Insurance Revolving Fund	War risk insurance for air carriers	–	–	–	–	–	\$50.0
Natl Transportation Safety Board, S&E	Recovery of flight recorders & aid to victims' families	–	–	–	–	–	\$0.2
TOTAL Transportation		\$286.0	\$290.5				\$332.2

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 2001; Federal Aviation Administration

Table 12. Treasury, Postal Service, Executive Office of the President, and General Government
(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Department of the Treasury							
Counterterrorism Fund	To reimburse Dept of Treasury offices for costs to counter, investigate, or prosecute domestic or international terrorist activities & for damage caused by terrorist acts.	\$54.9	\$44.9	\$36.9	\$44.9	–	
Bureau of Alcohol, Tobacco, & Firearms		\$771.1	\$803.5	\$806.8	\$821.4	–	
of which combating terrorism:	Law enforcement & investigative	\$22.3	\$22.4	NS	NS	–	
	Physical security of government	\$5.6	\$5.7	NS	NS	–	
	Physical security of national populace	\$2.8	\$2.8	NS	NS	–	
	Research & Development	\$0.8	\$0.8	NS	NS	–	
Departmental Offices		\$222.3	\$181.8	\$174.2	\$187.3	–	
of which combating terrorism:	National Terrorist Asset Tracking Center	\$0.0	\$0.0	\$2.6	NS	–	
Bureau of Engraving & Printing (funded through revenues)							
of which combating terrorism:	Physical security of government	\$3.0	\$3.0	NS	NS	–	
	Physical security of national populace	\$2.0	\$2.0	NS	NS	–	
	Preparing & responding to terrorist acts	\$1.0	\$1.0	NS	NS	–	
Federal Law Enforcement Training Center		\$153.4	\$122.6	\$129.7	\$139.8	–	
of which combating terrorism:	Law enforcement & investigative	\$0.7	\$0.8	NS	NS	–	
	Physical security of government	\$2.6	\$2.7	NS	NS	–	
Financial Management Service		\$256.0	\$211.6	\$213.2	\$212.3	–	
of which combating terrorism:	Physical security of government	\$1.0	\$0.8	NS	NS	–	
	Physical security of national populace	\$2.0	\$1.6	NS	NS	–	
	Preparing & responding to terrorist acts	\$0.1	\$0.1	NS	NS	–	
Internal Revenue Service (multiple accounts combined)		\$8,888.9	\$9,422.4	\$9,457.4	\$9,450.4	–	
of which combating terrorism:	Law enforcement & investigative	\$16.8	\$17.7	NS	NS	–	

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
	Physical security of government	\$1.8	\$3.5	NS	NS	–	
Inspector General for Tax Administration		\$118.2	\$122.3	\$123.5	\$123.8	–	
of which combating terrorism:	Law enforcement & investigative	\$5.6	\$5.8	NS	NS	–	
	Preparing & responding to terrorist acts	\$0.1	\$0.1	NS	NS	–	
U.S. Customs Service (multiple accounts combined)		\$2,279.3	\$2,385.2	\$2,669.3	\$2,555.9	–	
of which combating terrorism:	Law enforcement & investigative	\$59.1	\$48.7	NS	NS	–	
	Physical security of government	\$12.7	\$13.0	NS	NS	–	
	Physical security of national populace	\$9.7	\$10.0	NS	NS	–	
U.S. Secret Service (multiple accounts combined)		\$833.8	\$860.5	\$923.6	\$903.0	–	
of which combating terrorism:	Law enforcement & investigative	\$24.3	\$24.3	NS	NS	–	
	Physical security of government	\$157.4	\$151.0	NS	NS	–	
	Physical security of national populace	\$37.0	\$48.4	NS	NS	–	
	Preparing & responding to terrorist acts	\$8.5	\$8.0	NS	NS	–	
	Research & Development	\$0.5	\$0.5	NS	NS	–	
General Services Administration							
Federal Buildings Fund (mainly supported through revenues, plus some appropriations)		\$476.5	\$276.4	\$276.4	\$276.4	–	
of which combating terrorism:	Public Buildings Serv, Fed Protective Serv/Law enforcement & investigative	\$15.8	\$14.0	NS	NS	–	
	Public Buildings Serv, Fed Protective Serv/Physical security of government	\$87.9	\$89.8	NS	NS	–	
	Public Buildings Serv, Fed Protective Serv/Preparing & responding to terrorist acts	\$2.2	\$1.8	NS	NS	–	
Emergency Supplemental Allocations:							
Department of the Treasury							
Departmental Offices, S&E	Needs of staff located in/near WTC	–	–	–	–	–	\$6.1
Dept Offices, Financial Crimes Enforcement	Foreign Terrorist Assets Tracking Center	–	–	–	–	–	\$0.06

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Financial Management Service	Foreign Terrorist Assets Tracking Center	-	-	-	-	-	\$0.1
Bureau of Alcohol, Tobacco, & Firearms	Needs of staff located in/near WTC	-	-	-	-	-	\$1.5
U.S. Customs Service, S&E	Needs of staff located in/near WTC & air support for counterterrorism	-	-	-	-	-	\$21.0
U.S. Customs Service, O&M/Procurement	Air support for counterterrorism	-	-	-	-	-	\$14.7
IRS, Processing, Asst, & Management	Securing NYC facilities, overtime & other admin costs	-	-	-	-	-	\$1.9
IRS, Tax Law Enforcement	Security/investigative expenses, replacement of destroyed equipment	-	-	-	-	-	\$2.2
IRS, Information Systems	Replace destroyed data infrastructure, install new network systems	-	-	-	-	-	\$0.5
Executive Office of President							
Office of Administration, S&E	Relocate staff; protective window film	-	-	-	-	-	\$7.2
	Establish office of Homeland Security	-	-	-	-	-	\$25.5
National Security Council (NSC) S&E	Establish NSC Directorate to Combat Terrorism	-	-	-	-	-	\$4.8
Unanticipated needs	Other urgent security-related activities	-	-	-	-	-	\$51.0
Federal Drug Control Programs							
High Intensity Drug Trafficking Areas	Equipment replacement for NY HIDTA	-	-	-	-	-	\$2.3
General Services Administration							
Real Property Activities; Fed. Buildings Fund	Increased security coverage & other costs	-	-	-	-	-	\$8.6
TOTAL Treasury, Postal Service, Executive Office of the President, & General Govt		\$656.4	\$647.5				\$147.5

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Source: OMB, Annual Report to Congress on Combating Terrorism, August 2001

Table 13. Veterans Affairs, Housing and Urban Development, and Independent Agencies

(\$s – millions)

Appropriation Account	Purpose	Enacted FY2001	Request FY2002	House FY2002	Senate FY2002	Enacted FY2002	Emerg Supp Allocation
Environmental Protection Agency							
Office of Solid Waste & Emergency Response (funded from multiple accounts)		\$12.9	\$13.0	NS	NS	–	
of which combating terrorism:	Preparing & responding to terrorist acts	\$3.2	\$3.2	NS	NS	–	
Federal Emergency Management Agency							
Emergency Management & Planning Asst (EMPA)		\$269.6	\$354.6	\$404.6	\$429.6	–	
of which combating terrorism:	Risk assessment, training, equipment, & facility purchase	\$17.2	\$17.4	NS	NS	–	
	Preparedness, Training, & Exercises (EMPA sub-account)	\$1.2	\$1.2	NS	NS	–	
Salaries & Expenses		\$592.4	\$702.9	\$587.4	\$602.8	–	
of which combating terrorism:	Preparing & responding to terrorist acts	\$0.0	\$0.1	NS	NS	–	
Multiple accounts (combined)		NS	NS	NS	NS	–	
of which combating terrorism:	Physical security of government	\$1.6	\$1.6	NS	NS	–	
	Preparing & responding to terrorist acts	\$13.7	\$14.1	NS	NS	–	
Emergency Supplemental Allocations:							
Federal Emergency Management Agency							
Disaster Relief	Emergency aid to NYC & other affected jurisdictions	–	–	–	–	–	\$2,000.0
Dept of Veterans Affairs/Natl Cemetery Ad.	Internment costs of veterans killed in terrorist attacks	–	–	–	–	–	\$0.2
TOTAL VA, HUD, & Independent Agencies		\$36.9	\$37.6				\$2,000.2

NS = Not specified

Emerg Supp Allocation = Amounts allocated by OMB from the \$40 billion Emergency Supplemental Appropriation (P.L. 107-38).

Sources: OMB, Annual Report to Congress on Combating Terrorism, August 2001; FEMA.