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FEDERAL FORMULA GRANTS  
AND CALIFORNIA

# Homeland Security

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Tim Ransdell

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### Federal Formula Grants and California

The federal government uses formula grants to distribute more than \$400 billion annually to state and local governments to help them implement federal policies in such areas as health, transportation, and education. How much each government receives is determined by complex formulas that consist of many factors such as state population growth and per capita income. This series of reports provides detailed information on California's current and historical funding under the major federal grants and on the formulas used to determine California's share of funding under various specific grants.

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# Homeland Security

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Tim Ransdell

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## Overview

On March 1, 2003, the Department of Homeland Security (DHS) became operational as a federal agency.<sup>1</sup> Among its charges is the allocation of federal grant funds to help state and local governments and other eligible entities support the activities of the nation's first responders. Funding from DHS and related agencies has increased more than tenfold over a two-year period.

Much about federal homeland security policy is new. DHS itself is less than a year old. The Select Committee on Homeland Security of the U.S. House of Representatives held its first organizational meeting on March 5, 2003.<sup>2</sup> In early 2003, the House and Senate Appropriations Committees each spliced a Homeland Security Subcommittee into their organizational structure by transferring various functions from eight other subcommittees.<sup>3</sup>

On the other hand, many of the federal programs that deliver homeland security grant funds to state and local service providers predate these developments, and some critics question whether these programs—and the statutory language and funding formulas that govern them—are up to their new and vastly expanded task.

Despite patriotic rhetoric about setting aside partisanship and uniting for the greater good of the nation's safety and homeland defense, the debate over funding for state and local homeland security activities, and the mechanisms thereby created, devolved into a geographic scramble for federal cash. The end

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<sup>1</sup>DHS was created by the *Homeland Security Act of 2002*, Public Law 107-296, November 25, 2002.

<sup>2</sup>By the end of fiscal year 2004, the House is expected to decide whether the House Select Committee on Homeland Security will become a permanent authorizing committee. Despite some pressure to do so, the U.S. Senate has not elected to create a parallel authorizing committee with jurisdiction over homeland security topics; the Senate Governmental Affairs Committee handles most homeland security matters.

<sup>3</sup>Both Appropriations Committees kept their total number of subcommittees at 13 by consolidating two other panels (Transportation and Treasury-Postal) into one new one (Transportation-Treasury).

result is a funding distribution system that—at the expense of highly populated areas with tempting terror targets such as ports, economic focal points, and national icons—sends a disproportionate share of federal dollars to states and localities that are not as likely to be attacked.

California, home to more than 12 percent of the nation’s population, receives less than 8 percent of funds distributed according to a politically drawn formula with a minimum guarantee that doles nearly half of its more than \$2 billion in equal amounts to every state, regardless of size, with remaining funds distributed by population. As a result, California received \$5 per person to distribute to first responders in the state, whereas Wyoming received more than \$35 per person in 2003 and \$38 per capita in 2004.

Partly as a political compromise to quell critics of the formula, Congress provided discretionary funding to specifically aid urban areas. California’s share of these funds was somewhat larger than its share of formula grants, but the state’s total funding for homeland security grants remained well below its share of the nation’s population.

In response to ongoing concern about the fairness and effectiveness of the existing funding stream, Congress has begun considering several bills. In typical fashion, bills in the Senate would make few changes to the fiscal favoritism shown smaller states. In the House, two bills—one sponsored by Democrats, the other by the Republican Chair of the Homeland Security Committee—were combined into a single package that would revamp the formula funding structure and base funding on threats, vulnerabilities, and needs. The compromise bill received unanimous support in its first legislative test.

This report reviews most of the primary formula and discretionary grant programs that delivered federal financial assistance for homeland security activities to state and local governments and other entities during fiscal year 2003. It provides detailed information regarding grants to California and other states during that year and estimates how grant amounts might have changed if the administering agency had employed alternative formula scenarios. It then discusses preliminary prospects for future-year funding and also notes current legislative activity and possible formula changes.

## Background

DHS is composed primarily of 22 existing federal agencies, programs, and offices that were pieced together from other departments. Most homeland security grant assistance for state and local governments flows through the

department's Office for Domestic Preparedness (ODP),<sup>4</sup> which was moved from the Department of Justice to DHS upon the latter's creation. Other sources of homeland security grant funds include the Federal Emergency Management Agency (FEMA) and the Transportation Security Administration (TSA), both of which were also merged into DHS upon its creation, as well as offices of the Department of Health and Human Services (HHS).<sup>5</sup>

### ***Domestic Preparedness Before September 11, 2001***

In 1998, responding to Congressional concerns about the potential for domestic terrorism and Congress's initial appropriation of \$12 million, the Department of Justice's Office of Justice Programs established ODP to develop and administer training and equipment assistance programs for state and local emergency response agencies.

In 1999, ODP implemented a State Domestic Preparedness Equipment Program. It was to be a three-year program to provide grants to all 50 states for the acquisition of equipment, as well as for the development of a needs assessment and three-year statewide domestic preparedness strategy. Awards for the domestic preparedness program provided each state a base amount of \$250,000 for equipment and \$75,000 for planning, and any remaining funds were distributed on the basis of state population.

Using a combination of funds that Congress appropriated in 1998 and 1999, ODP distributed \$66 million<sup>6</sup> to state and local government agencies during 1999, including \$44 million to the 157 largest cities and localities and \$22 million to the 50 states.<sup>7</sup> In fiscal years 2000 and 2001, the state program aggregated appropriations and distributed combined grant funding of \$145 million in 2000 and 2001. The funds were made available for equipment acquisition only (not for planning) and were available for 2000 to the 50 states only, and for 2001 to the states, the District of Columbia, Puerto Rico, and the U.S. territories.<sup>8</sup>

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<sup>4</sup>The office is occasionally still referred to as the Office for State and Local Domestic Preparedness Support, its name before 2001.

<sup>5</sup>HHS continued to administer some homeland security grant funding for fiscal year 2003, despite the fact that responsibility for the funding distribution transferred to DHS on March 1.

<sup>6</sup>ODP combined \$53.8 million appropriated in fiscal year 1999 with \$12 million that had been appropriated in fiscal year 1998 to reach the \$66 million total.

<sup>7</sup>Beginning in fiscal year 2000, ODP initiated a two-year program for the District of Columbia, the Commonwealth of Puerto Rico, and the U.S. territories. The program provided \$3 million for equipment acquisition and planning in 2000. (In 2001, funds for these jurisdictions were blended with those of the 50 states.)

<sup>8</sup>Despite their omission from this definition of "state" before 2001, the District of Columbia and Puerto Rico generally would be treated as states for subsequent homeland security funding distribution and are referred to as states in the remainder of this report.

### ***The USA Patriot Act—An Urgent Response to a Changed World***

As fiscal year 2001 neared its end, the September 11 terrorist attacks in New York City, Washington, D.C., and rural Pennsylvania fundamentally altered the nation’s concept of domestic preparedness and introduced the term homeland security into the common vernacular. For several weeks following September 11, Congress extensively debated legislative responses to the terrorist acts. On October 24, less than six weeks after the attacks, Congress passed the USA Patriot Act, a 342-page bill making sweeping changes to a wide array of federal laws.<sup>9</sup> President Bush signed the bill two days later on October 26.

Throughout their writing of the USA Patriot Act, the House and Senate altered and added various provisions. Based substantially on a Bush administration proposal made one week after the attacks, the legislation began in the House as H. R. 2975 (the PATRIOT Act) and in the Senate as S.1510 (the USA Act). The Senate approved its bill on October 11. On October 12, the House passed its bill, after substituting the text of H. R. 3108—which was similar in many respects to the Senate bill. Finally, on October 23, the House introduced a new bill that incorporated both the House and Senate provisions and added a few new elements. Thus, the bill that ultimately passed Congress was introduced—and thus was first seen by most legislators—just one day before final approval.

One provision that did not exist until the October 23 version was Section 1014 of the USA Patriot Act, entitled “Grant Program for State and Local Preparedness Support.” This section codified elements of the State Domestic Preparedness Equipment Program formula that had been used until that time by ODP to allocate previous grants, and it authorized grants from 2002 through 2007.<sup>10</sup> The act did not specify funding amounts for any fiscal year.

In addition, the act provided little formula direction, except to specify that no state (including the District of Columbia and Puerto Rico) could receive less than 0.75 percent of total appropriations for any fiscal year, and that none of the four territories could receive less than 0.25 percent of funds appropriated. The net effect of this small-state minimum provision is to allocate 40 percent of funds (39 percent to the 52 states and 1 percent to the territories) equally among states,

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<sup>9</sup>The act’s full title was *Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism (USA Patriot) Act of 2001*, Public Law 107-56, October 26, 2001. It is often referred to as the USA PATRIOT Act or, simply, the Patriot Act.

<sup>10</sup>The act states, “The Office for State and Local Domestic Preparedness Support of the Office of Justice Programs shall make a grant to each State, which shall be used by the State, in conjunction with units of local government, to enhance the capability of State and local jurisdictions to prepare for and respond to terrorist acts including events of terrorism involving weapons of mass destruction and biological, nuclear, radiological, incendiary, chemical, and explosive devices” (see Section 1014).



regardless of size, leaving only 60 percent to be allocated by any subsequent formula provisions. Thus, it is sometimes referred to as a 40/60 formula.

The law is silent regarding how ODP should allocate the remaining 60 percent of funding once the small-state minimum is deducted. However, ODP to date has continued to use the population-only method that had been employed previously to allocate State Domestic Preparedness Equipment Program funds—dividing the remainder according to each state’s percentage of the national population relative to the U.S. total population.

***The 40/60 Formula: A 0.75 Percent Small-State Minimum***

A small-state minimum of 0.75 percent is unusually large. During 2002, the federal government distributed more than \$400 billion in total grant funding by formula, and most of those funds were free from any small-state minimum or minimum threshold whatsoever.<sup>11</sup> When a state-focused minimum was included in a program’s formula, the percentage share was much lower, typically 0.25 percent or 0.5 percent, or else a dollar amount that effectively translated to a minimum of less than 0.5 percent.

One of the few parallels to the ODP formula is a Congressionally mandated formula that requires that the Federal Highway Administration allot half of appropriated funds (\$49 million in 2002) for the Recreational Trails Program<sup>12</sup> equally among states, with the balance allotted according to off-road recreational fuel usage (a 50/50 formula). A second grant program with a large (1 percent) small-state minimum is the Department of Interior’s \$265 million Sport Fish Restoration program.<sup>13</sup>

In addition to the unusual size of the minimum percentage, the allocation method used by DHS diverges from that used by other agencies as they implement small-state minimums. Most formula grant minimum percentages are applied after the administering agency has already made an initial allocation of funds. Typically, the formula is run, the initial state totals are examined, and funding is added for any state whose initial allocation is below the minimum share. Any funds required to implement the minimum are then subtracted pro rata from the states that are not increased by the minimum. (The process is repeated to ensure that the redistribution does not cause any previously above-minimum state to fall below the threshold.)

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<sup>11</sup>See Tim Ransdell, *Federal Formula Grants and California: Overview*, Public Policy Institute of California, San Francisco, California, December 2002, <http://www.ppic.org/main/publication.asp?i=470>.

<sup>12</sup>See <http://www.fhwa.dot.gov/tea21/factsheets/rec-trl.htm>.

<sup>13</sup>See <http://federalaid.fws.gov/>.

As a result, states benefiting from a small-state minimum in most education, social services, or transportation programs receive only the minimum amount. In contrast, DHS begins by allocating each state the minimum amount, after which it distributes remaining funds on a population basis to *all* states, including those that already received considerably more than their population share because of the small-state minimum. As a result, the least populous state, Wyoming, receives more than 0.85 percent of the nation's total, rather than the 0.75 percent it would receive if the minimum were applied after DHS had already made its initial allocations.<sup>14</sup> Similarly, Nevada also would receive 0.75 percent of total funding under a traditional minimum approach,<sup>15</sup> yet it receives 1.2 percent of the total using the DHS allocation approach.

As the nation's largest state, California is not surprisingly at the opposite end of the spectrum, and its funding total is thus the most reduced by the small-state minimum. Home to 12 percent of the nation's population,<sup>16</sup> California receives just 7.95 percent of homeland security formula grant allocations after the minimum allotment is applied in the aforementioned atypical fashion. Under a more traditional method of applying a 0.75 percent small-state minimum, California would receive 11.1 percent of total funds.

## Fiscal Year 2003 Grant Funding

On February 13, 2003, more than 15 months after enactment of the USA Patriot Act and after protracted debate over federal spending priorities, Congress passed and the president signed H. J. Res. 2, a fiscal year 2003 omnibus appropriations bill providing funding for most agencies of the federal government and consolidating the 11 then-unfinished appropriations bills into a single package.<sup>17</sup> The omnibus bill provided 2003 funding for various federal agencies and offices that two weeks later would be merged into the newly formed DHS,<sup>18</sup> including ODP. Soon thereafter, on April 12, 2003, Congress provided

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<sup>14</sup>Wyoming housed 0.17 percent of the nation's population on July 1, 2002 (U.S. Census Bureau, *Annual Population Estimates by State*, Table ST-EST2002-01, Washington, D.C., December 20, 2002). To compare per capita funding to California with that of other states, this report references allocations to Wyoming on a number of occasions.

<sup>15</sup>Nevada housed 0.74 percent of the nation's population on July 1, 2002 (U.S. Census Bureau, *Annual Population Estimates by State*, Table ST-EST2002-01, Washington, D.C., December 20, 2002).

<sup>16</sup>U.S. Census Bureau, *Annual Population Estimates by State*, Table ST-EST2002-01, Washington, D.C., December 20, 2002.

<sup>17</sup>The *Consolidated Appropriations Resolution for Fiscal Year 2003*, Public Law 108-7, February 20, 2003.

<sup>18</sup>Other DHS components had previously been part of the Department of Defense, which was funded by the 2003 defense appropriations bill, one of the two spending bills Congress was able to complete before the fiscal year began on October 1, 2002.

a second large infusion of funds for homeland security programs as part of a fiscal year 2003 supplemental appropriations bill.<sup>19</sup>

The section below discusses 2003 funding for state and local service providers from several major sources. It is not intended to represent an exhaustive discussion. For some programs, the administering agency has yet to announce some or all final allocations. For others, the total allocable funds are relatively small or the program's scope is too narrow to warrant meaningful examination on a geographic basis. In addition, funding for some programs supports activities that are partially or minimally related to homeland security.

The primary administrative source of homeland security grant funding, ODP, provided a total of \$2.8 billion in grants to state and local governments for fiscal year 2003, as shown in Table 1. California received \$266 million or 9.4 percent of this amount.

**Table 1**  
**ODP Grants to State and Local Recipients, Fiscal Year 2003, California and U.S.**

	California	U.S.	California as a % of U.S.
<b>ODP programs using USA Patriot Act 40/60 formula</b>			
ODP formula grants, round 1 (4/8/2003—omnibus)	45,023,000	566,295,000	7.95
ODP formula grants, round 2 (5/21/2003—supplemental)	103,354,880	1,300,000,000	7.95
Critical infrastructure protection grants (5/14/2003)	15,900,796	200,000,000	7.95
Subtotal	164,278,676	2,066,295,000	7.95
<b>Discretionary grants for high-threat urban areas under UASI</b>			
UASI, Round 1 (4/8/2003—omnibus)	22,930,000	97,070,000	23.62
UASI, Round 2 (5/21/2003— supplemental)	62,190,000	499,910,000	12.44
ODP port security (5/14/2003)	9,076,700	75,000,000	12.10
Mass transit security (5/14/2003)	7,965,493	65,000,000	12.25
Radiological defense (5/14/2003)	0	35,000,000	0.00
Subtotal	102,162,193	771,980,000	13.23
<b>Total</b>	<b>266,440,869</b>	<b>2,838,275,000</b>	<b>9.39</b>

<sup>19</sup>Among other things, the *Emergency Wartime Supplemental Appropriations Act for 2003*, Public Law 108-11, April 16, 2003, provided funding to underwrite expanded U.S. military activities in Iraq.

### ***ODP Formula Grants, 2003***

#### **State and Local First Responder Grants: Omnibus Appropriations Bill.**

The February 2003 omnibus bill appropriated \$566 million (a multifold increase from the prior year's amount) for ODP first responder preparedness grants to state and local governments. The bill required that the states distribute 80 percent of the funds to local governments. ODP calculated state allocations using its historical formula method, and it announced funding amounts on March 7.<sup>20</sup> California received \$45 million, or 7.95 percent of the U.S. total. (ODP specified amounts to be used for equipment, exercises, training, and planning,<sup>21</sup> with the same formula used to allocate funds for all states.) California received \$1.28 per capita, the lowest amount of any state. This amount was well below the \$1.94 per capita national average and far below the \$9.68 per capita that Wyoming received.

Appendix Table B.1 shows each state's funding allocation from this initial appropriation, with actual per capita amounts for each state. The table also shows each state's grant amount if ODP had instead employed the more typical method of applying the small-state minimum after, rather than before, the formula allocation. As shown, such a change would have increased California's allocation from \$45 million to \$63 million, and California's per capita amount would have increased to \$1.79, still below the \$1.94 national average. The state's per capita allotment under a typical small-state minimum approach would still have been well below that of Wyoming (\$8.52), which would have had its total grant reduced from \$4.8 million to \$4.2 million.

**State and Local First Responder Grants: Supplemental Appropriations Bill.** The April 2003 supplemental appropriations bill added \$1.3 billion to the \$566 million previously appropriated for first responder grants, and—despite growing protests from large states that the 0.75 percent small-state minimum was excessive—ODP on June 19 announced that it had again used the same formula method to determine allocations.

As shown in Appendix Table B.2, which shows funding totals and per capita amounts for each state, California received \$103 million from this pot of supplemental funding, or \$2.94 per capita. Again, the amount represented 7.95 percent of the national total. The national per capita total was \$4.44, and Wyoming received \$22.21 per capita. A more typical application of a 0.75

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<sup>20</sup>The funds were distributed to states on May 7, 2003.

<sup>21</sup>The breakdown was as follows: 70 percent for equipment, 18 percent for exercises, 5 percent for training, and 7 percent for planning. The bill initially provided \$570 million—\$400 million for equipment, \$100 million for exercises, \$30 million for training, and \$40 million for planning—but each total was reduced by 0.65 percent to comply with an across-the-board spending reduction applied to most discretionary programs in the omnibus bill to reach spending targets—in this case \$566 million.

percent small-state minimum would have increased California's allocation to \$144 million, or \$4.11 per capita, and it would have reduced Wyoming's allocation to \$18.39 per capita.

Appendix Table B.3 shows fiscal year 2003 state totals for the combined allocation of state and local homeland security grant funding for first responders from both the omnibus and supplemental appropriations bills.

Again, the states were to distribute 80 percent of the funds received to local governments. A list of California grantees and grant amounts in fiscal year 2003 appears in Appendix Table E.1.

**Critical Infrastructure Protection Grants.** The supplemental appropriations bill also provided \$200 million for critical infrastructure preparedness grants.<sup>22</sup> These funds were primarily used to reimburse state and local law enforcement agencies for overtime costs associated with increased security to protect significant infrastructure assets from potential terrorist threats.

The bill expressly required that ODP distribute those funds using the same 40/60 formula as for the state and local grants.

Appendix Table B.4 shows grant totals and per capita amounts for each state. California's critical infrastructure allocation was \$15.9 million, or 45 cents per capita. The national per capita average was 68 cents, and Wyoming's \$1.7 million allocation represented \$3.42 per capita for that state. If DHS had used a more traditional minimum, California's allocation would have been \$22.2 million (63 cents per capita), and Wyoming's would have been \$1.5 million (\$3.01 per capita).

Unlike the state and local grants, the bill required that the state distribute only 50 percent of funds to local governments. A list of California grantees and grant amounts is given in Appendix Table E.2.

**Total 2003 ODP Grants Using USA Patriot Act Formula.** In sum, ODP allocated \$2.1 billion in accordance with the formula contained in Section 1014 of the USA Patriot Act—\$566 million in state and local grants from the omnibus bill, \$1.3 billion in state and local grants from the supplemental appropriations bill, and \$200 million for critical infrastructure protection from the supplemental appropriations bill.

As shown in Figure 1, California received a combined total of \$164 million of these funds, or \$4.68 per capita. The national per capita amount was \$7.06. Wyoming's total was \$17.6 million, or \$35.31 per capita. Other states

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<sup>22</sup>DHS alternately uses the terms critical infrastructure preparedness and critical infrastructure protection.

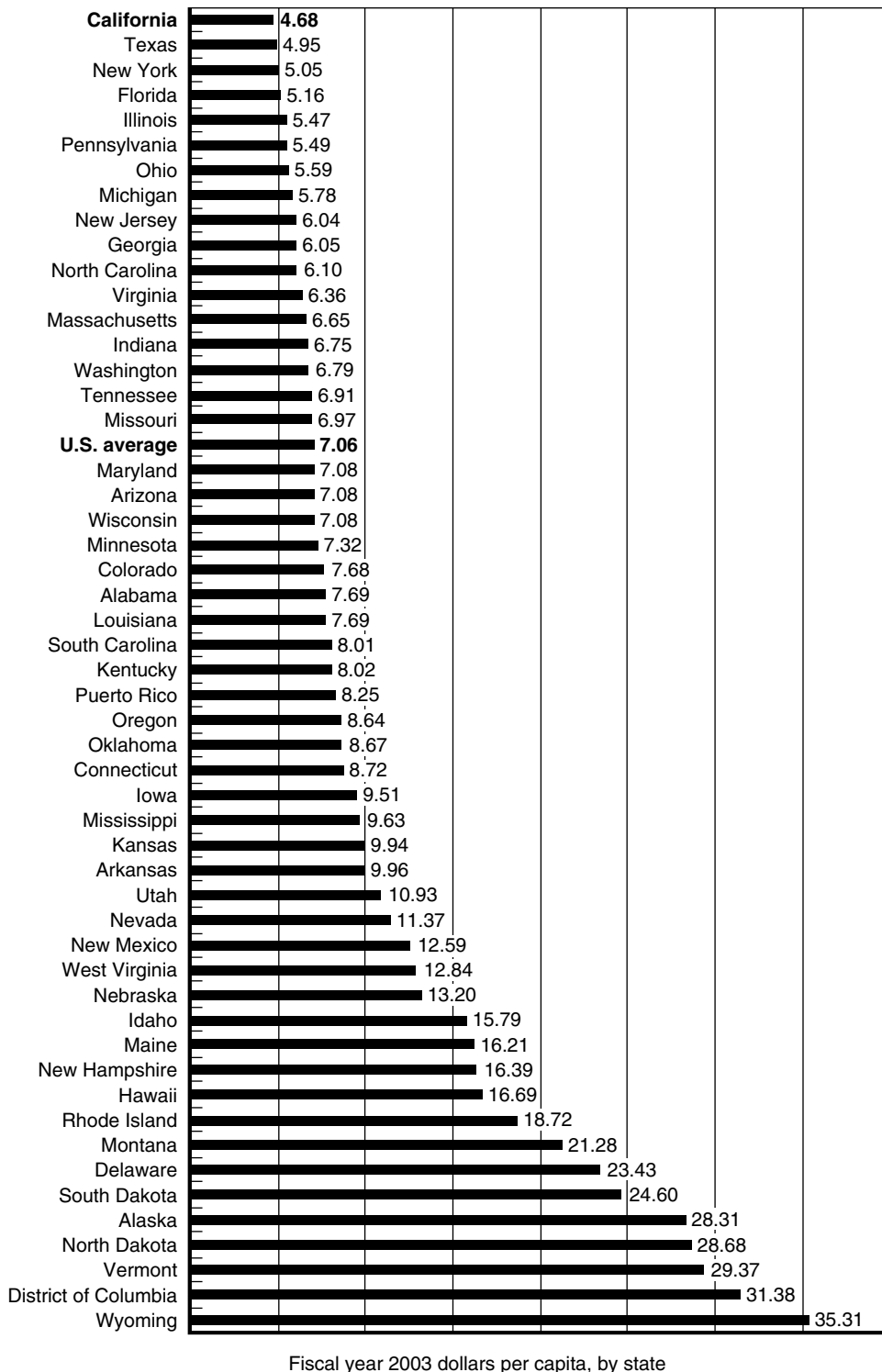


Figure 1—ODP State and Local Grants for First Responders and Critical Infrastructure Grants (Using USA Patriot Act 40/60 Formula) per Capita Allocation, by State, 2003

receiving large amounts per capita included Vermont (\$29.37), North Dakota (\$28.68), Alaska (\$28.31), Delaware (\$23.43), and Montana (\$21.28).

As shown in Appendix Table B.5, a more typical application of a 0.75 percent small-state minimum would have increased California's grants to \$229 million, or \$6.53 per capita, and Wyoming's grants would have declined to \$15.5 million, or \$31.08 per capita. Thus, a more typical small-state minimum approach would have yielded California \$229 million, or \$65 million more than the state actually received.

### ***ODP Discretionary Grants for High-Threat Urban Areas***

In addition to ODP formula grant funds, Congress provided additional federal homeland security support to state and local governments and other entities during fiscal year 2003, including \$800 million—\$100 million initially and \$700 million subsequently—for discretionary grants to high-threat urban areas.

**Urban Area Security Initiative (UASI), Round 1: Omnibus Appropriations Bill Funds.** The February 2003 omnibus appropriations bill provided \$100 million for discretionary grants to local governments to address equipment, training, planning, and exercise needs of selected large, high-threat urban areas. A conference report on the omnibus appropriations bill stated, “conferees recognize that certain large urban areas remain high threat targets and are inadequately prepared to respond to a weapon of mass destruction (WMD) event.” To distribute funds, Congress directed DHS to take into account “credible threat; vulnerability; the presence of infrastructure of national importance; population; and identified needs of the jurisdiction’s public safety agencies.”<sup>23</sup>

DHS made seven grants from this initial appropriation, including one to Los Angeles for \$12.4 million and one to San Francisco for \$10.3 million.<sup>24</sup> California thus received \$22.9 million, or 23.6 percent, of the \$97.1 million total distributed nationwide in this first funding round. The total amount available for grants was lessened by the omnibus appropriations bill’s 0.65 percent across-the-board discretionary spending reduction, and ODP ultimately distributed \$97.1 million to states.

**UASI, Round 2: Supplemental Appropriations Bill Funds.** Two months later, the April 2003 supplemental appropriations bill provided \$700 million for discretionary grants for high-density urban areas, high-threat areas, and the

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<sup>23</sup>The *Consolidated Appropriations Resolution for Fiscal Year 2003*, Public Law 108-7, February 20, 2003.

<sup>24</sup>On April 8, 2003, DHS allocated \$12,422,000 from the Urban Area Security Initiative to the Los Angeles area. On May 14, DHS allocated \$10,349,000 for the San Francisco area.

protection of critical infrastructure.<sup>25</sup> The bill did not explicitly specify how funds should be distributed, but Congress directed DHS “to take into consideration credible threat, vulnerability, the presence of infrastructure of national importance, population, and identified needs of public agencies.”<sup>26</sup> (The criteria differed slightly from those for the \$100 million in high-threat urban area grants provided by the omnibus appropriations bill.)

DHS elected to distribute \$500 million of the \$700 million total according to an internally developed formula, details of which the agency did not fully disclose. Again, Congress required that states pass through no less than 80 percent of any funds they received to local governments. The agency distributed \$175 million of the remaining \$200 million via discretionary grants for port security (\$75 million), mass transit security (\$65 million), and radiological defense (\$35 million). By the end of fiscal year 2003, DHS had not announced how it would allocate \$15 million in pilot project funding, and it had elected to use \$10 million to provide technical assistance to state and local jurisdictions receiving funding.

*The DHS “Discretionary Formula” for UASI Grants.* To distribute \$500 million of the \$700 million total, DHS reported that it had developed a formula using a weighted linear combination of three factors—threat, critical assets, and population density—to determine grant amounts for each eligible urban area. The department offered a limited outline of the formula criteria it employed, but, citing national security, elected not to provide full details regarding the first two criteria.

A few details are known or have been reported. For threat level, the department stated that it averaged unspecified inputs from three sources: an assessment of likely targets from the Central Intelligence Agency, a similar analysis from the Federal Bureau of Investigation, and information from “a DHS ‘Red Team’ of knowledgeable people who assume the roles and practice the modes of operation of terrorist groups.” To identify critical infrastructure assets, DHS stated that it used three criteria: “1) those assets whose loss would produce the social or economic effect comparable to use of a weapon of mass destruction, 2) those assets that would have a significant impact but from which recovery would be less traumatic, and 3) federal assets including memorials and other sites of cultural iconic value.” For population density, the department reported that it used 2000 Census population estimates for the 65 most densely populated cities.

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<sup>25</sup>These discretionary grants were separate from critical infrastructure protection formula grants, described above. Detailed allocation information is available at <http://www.dhs.gov/dhspublic/display?content=755>.

<sup>26</sup>Conference report (H. Rept. 108-76) on the supplemental appropriations bill for fiscal year 2003, *Emergency Wartime Supplemental Appropriations Act, 2003*, Public Law 108-11, April 16, 2003.



During questioning at a hearing of a House Judiciary subcommittee,<sup>27</sup> ODP Director Suzanne Mencer appeared to confirm that the DHS used factor weights as follows: population density was weighted at 9, presence of critical infrastructure assets was weighted at 6, and credible threats was weighted at 3.

Five urban areas in California received grants from the second round of UASI funding, for a statewide total of \$62.2 million, 12.4 percent of the \$500 million national total. Both Los Angeles (\$18.9 million) and San Francisco (\$18.6 million) received grants to supplement those received under the UASI first round. The other recipient areas in California were San Diego (\$11.4 million), Sacramento (\$6.9 million), and Long Beach (\$6.5 million).

*Port Security Grants.* ODP used \$75 million of the remaining \$200 million in 2003 discretionary funding from the supplemental appropriations bill to provide port security grants directly to recipient jurisdictions. Recipients could use the funds for various activities, including paying for increased operations during heightened states of terror alert, critical infrastructure security, security enhancements, training, exercises, equipment, planning, and information sharing.

One of the 14 urban areas receiving grant funds was in California—the Ports of Los Angeles and Long Beach received four grants totaling \$9.1 million<sup>28</sup>—and the state thus received 12.1 percent of ODP’s total port security funding distributed nationwide.<sup>29</sup>

*Mass Transit Security Grants.* ODP distributed \$65 million for grants through states to the nation’s 20 highest-risk transit systems for various uses, including installation of physical barricades, area monitoring systems,<sup>30</sup> integrated communications systems, prevention planning, training, exercises, and operational cost increases during times of heightened terror alerts.

Three transit agencies in California were among the 20 recipients: The Los Angeles Metropolitan Transportation Authority (MTA) received \$4.6 million, San Francisco Municipal Railway (Muni) received \$2.4 million, and San

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<sup>27</sup> *Homeland Security—The Balance Between Crisis and Consequence Management through Training and Assistance (Review of Legislative Proposals)*, Hearing, House Judiciary Subcommittee on Crime, Terrorism, and Homeland Security, November 20, 2003.

<sup>28</sup> California recipients included the Harbor Department of Los Angeles (\$2.5 million), Seaside Transportation Services in Los Angeles (\$2.4 million), and the Harbor Department of Long Beach (two grants of \$3 million and \$1.1 million).

<sup>29</sup> In addition to these ODP port security grants, which are focused on urban areas, TSA provided a separate \$170 million port security grant allocation stream to 198 jurisdictions of varying sizes.

<sup>30</sup> Area monitoring systems include video surveillance, motion detectors, thermal/IR imagery and chemical/radiological material detection systems.

Francisco Bay Area Rapid Transit District (BART) received \$977,000. California's \$8 million in grants represented 12.1 percent of the nation's total.

*Other ODP Funds for High-Threat Urban Areas.* To date, California has not received funds from the three remaining portions of high-threat urban area funds. ODP allocated \$35 million in radiological defense funds to New York/New Jersey (\$30 million) and South Carolina (\$5 million); California received no funding. Eventually, ODP is expected to allocate funds for a \$15 million pilot program on a geographic basis. ODP was to retain the remaining \$10 million to provide technical assistance to state and local recipients, funds that would not be allocable geographically.

**ODP Funds: Combined Formula and Discretionary Funds.** The nation's combined grant funds from ODP—including formula funds for state and local homeland security grants and critical infrastructure protection grants, plus discretionary funds for the UASI, port security, mass transit security, and radiological defense grants—totaled \$2.8 billion in fiscal year 2003. Of this amount, California received combined funding of \$266 million, which (as shown in Appendix Table C.1) represents 9.4 percent of total grants distributed nationwide.<sup>31</sup>

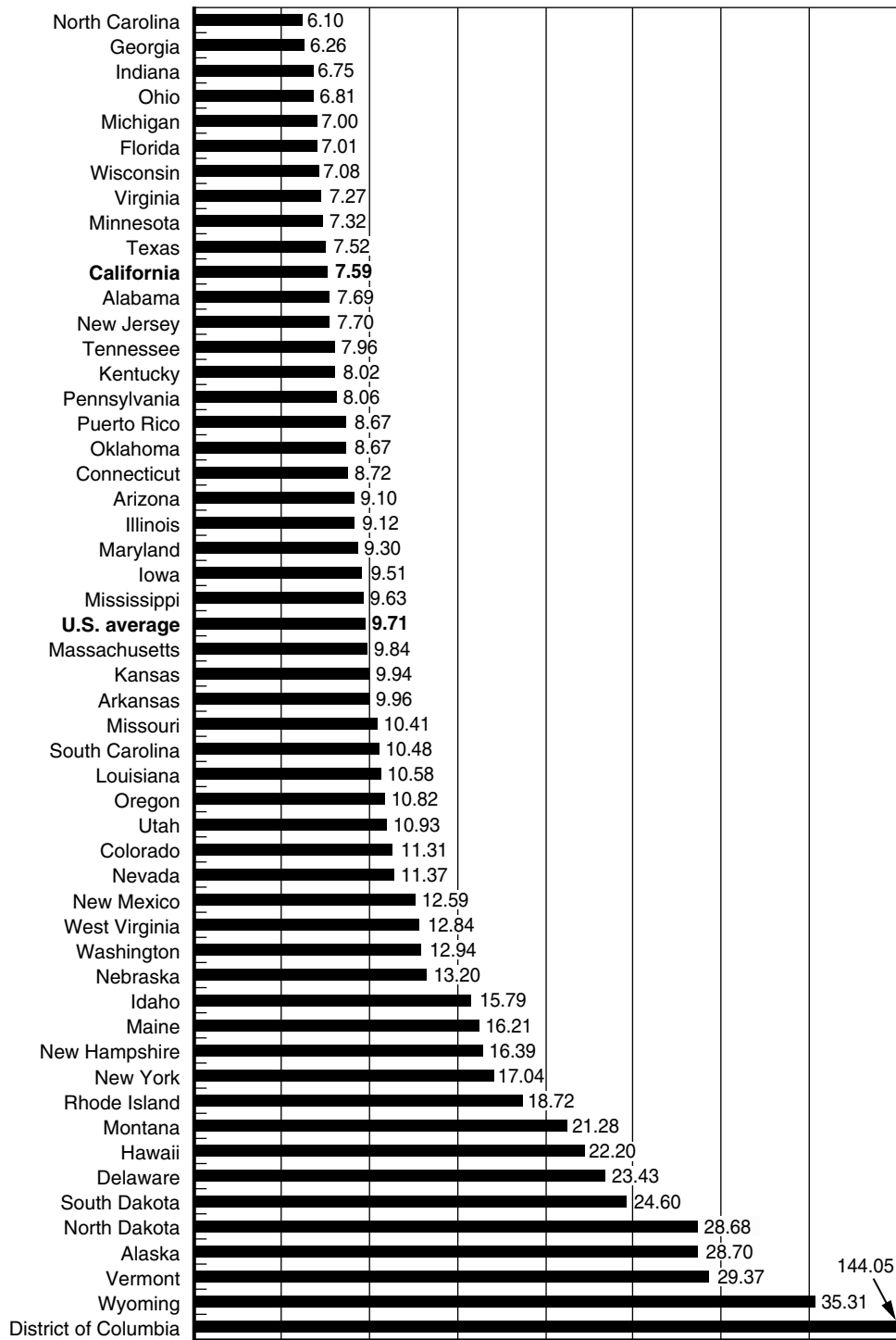
As shown in Figure 2, California received \$7.59 per capita from these grants, whereas the national per capita amount was \$9.71. With ODP formula and discretionary spending combined, the District of Columbia passes Wyoming as the "state" receiving the largest amount per capita. The national capital's \$64.3 million in discretionary grants, when combined with its \$17.9 million from the state and local formula grants program, results in a remarkable \$144 per capita for the District. However, many of the ODP discretionary funds assigned herein to the District of Columbia are actually intended for the greater Washington area, which includes substantial portions of Maryland and Virginia. If those funds were parceled among the three jurisdictions, the actual 2003 ODP per capita amount for the District of Columbia would be considerably lower and those of the other two considerably higher. Nevertheless, the District would rank first among states in ODP grant receipts per capita.

### ***TSA Discretionary Homeland Security Grant Funds***

The TSA administers several homeland security grant programs that assist state and local governments and other service providers.

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<sup>31</sup>This percentage calculation omits from the denominator the \$15 million that ODP intends to distribute in the future for pilot projects, as well as the \$10 million retained for technical assistance.



Fiscal year 2003 dollars per capita, by state

Figure 2—All ODP Grants (Formula and Discretionary), per Capita Allocation, by State, 2003

**TSA Port Security Grants and Operation Safe Commerce.** In the fiscal year 2003 omnibus appropriations bill, Congress provided \$150 million for TSA port security grants, and it provided an additional \$20 million in the supplemental appropriations bill. The funds were separate from the \$75 million distributed by ODP under the Urban Area Security Initiative. On June 12, 2003, DHS announced that it would distribute \$169 million in port security grants intended for security upgrades, such as new harbor patrol boats, surveillance equipment at roads and bridges, and construction of new command and control facilities.<sup>32</sup> TSA, the U.S. Coast Guard, and the Department of Transportation's Maritime Administration jointly selected the grantees, which included state and local governments and private companies.

Among the 198 total TSA port security grants nationwide, California recipients won 25 grants, for total funding to the state of \$28.5 million—16.9 percent of the U.S. total. A list of California grantees and grant amounts is shown in Appendix Table E.3.

A joint effort of DHS and the Department of Transportation, Operation Safe Commerce is a pilot program administered by TSA that seeks to “bring together private business, ports, local, state, and federal representatives to analyze current security procedures for cargo entering the country.”<sup>33</sup> The program would employ satellites to track and monitor cargo containers from their points of origin through their arrival at major U.S. ports. In 2003, DHS made three grants under Operation Safe Commerce, including one to the Ports of Los Angeles and Long Beach for \$8.3 million.<sup>34</sup> California thus received 29.2 percent of the \$28.3 million in nationwide pilot project funds.<sup>35</sup>

**TSA Funds for Integrating Airport Baggage Explosives Screening Equipment.** During fiscal year 2003, TSA signed agreements with six of the nation's largest airports to distribute \$776 million in federal funds to help defray the costs of installing systems to detect explosives in passenger baggage.<sup>36</sup> Some

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<sup>32</sup>DHS Secretary Tom Ridge's announcement of the TSA port security grants is available at <http://www.tsa.gov/public/display?content=85>.

<sup>33</sup>See <http://www.tsa.gov/public/display?content=85>.

<sup>34</sup>The Southern California ports received \$8,250,356; the other Operation Safe Commerce grantees were the Ports of Seattle and Tacoma (\$13,302,791) and the Port Authority of New York/New Jersey (\$6,747,227).

<sup>35</sup>In May 2003, TSA Administrator James M. Loy informed the Senate Government Affairs Committee of his desire to use these funds for other purposes; Senator Patty Murray (WA), the primary proponent of Operation Safe Commerce, held up the nomination of a White House appointee to the Office of Management and Budget until the funding diversion was abandoned. Murray and other Democratic senators have urged greater administration emphasis on port security issues and program funding.

<sup>36</sup>For TSA's announcement of this funding on July 7, 2003, see

of the funds will be provided from future-year appropriations. Under the agreements with the six airports, secured via letters of intent (LOIs), TSA will pay 75 percent of allowable costs over a three- to four-year period.<sup>37</sup> Whereas screening equipment is in use at various airports, the agreements seek to ensure that 100 percent of baggage is screened for explosives at the selected airports.

Los Angeles was one of the six designees, with funds intended for Los Angeles International Airport (\$235 million) and Ontario International (\$21.4 million). The combined LOI amount was the largest announced to date.<sup>38</sup> TSA will reimburse Los Angeles World Airports \$55 million for fiscal year 2004, and \$67.2 million for each of the three subsequent years. With this single announcement, California became the destination for 34 percent of LOI funding announced by the end of 2003.

On September 30, 2003, TSA indicated its intent to enter into similar financial arrangements with “several more airports” in the near future.<sup>39</sup> Congress also provided TSA a total of \$248 million to enter into reimbursable agreements with state and local law enforcement agencies to help defray the costs of providing security services and presence at commercial airports.

**TSA Intercity Bus Grants.** On August 15, 2003, TSA Administrator James M. Loy announced distribution of \$20 million in security improvements for intercity bus operators.<sup>40</sup> The 67 grants were intended to provide for driver protection, tracking and communications, passenger and baggage screening, security assessments and planning, personnel training, and physical security enhancements such as fencing, lighting, and surveillance equipment. The four grantees based in California<sup>41</sup> received a combined total of \$117,116, or slightly less than 1 percent of total funding distributed nationwide.

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<http://www.tsa.gov/public/display?theme=44&content=571> and for the September 2, 2003, announcement see <http://www.tsa.gov/public/display?theme=44&content=678>. TSA will provide the explosive detection equipment, but airports will incur expenses as they integrate the equipment with their checked-baggage conveyer systems.

<sup>37</sup>TSA plans to enter into similar agreements with at least four more airports using funds appropriated for 2004. On October 16, 2003, TSA Administrator James M. Loy reported that four of these six airports are expected to miss the Congressionally mandated deadline of December 31, 2003, for ensuring that all baggage be electronically screened.

<sup>38</sup>Joining Los Angeles International Airport as second-round recipients of TSA funds were Denver International (\$67.5 million) and Las Vegas McCarran International (\$93.8 million); first-round recipients were Seattle/Tacoma International (\$159 million), Dallas/Fort Worth International (\$104 million), and Boston Logan International (\$87 million).

<sup>39</sup>See TSA’s September 30, 2003, press release at <http://www.tsa.gov/public/display?theme=44&content=716>. In the release, TSA notes that it had purchased an additional 43 in-line baggage screening machines to be used in these airports in conjunction with the 100 percent screening LOIs. The machines were to be in addition to the 440 such machines already in use at various airports across the country.

<sup>40</sup>See <http://www.tsa.gov/public/display?theme=44&content=658>.

<sup>41</sup>The California-based grantees were Antelope Valley Bus of Long Beach (\$25,473), Storer Transportation Service of Modesto (\$44,434), Grosvenor Bus Lines of San Francisco (\$76,004), and Orange Belt Stages of Visalia (\$31,205).

### ***FEMA Grants for Preparedness***

In fiscal year 2003, FEMA distributed funds from two grant programs to state and local governments for homeland security enhancements. In addition, the U.S. Fire Administration at FEMA was charged with distributing grants to fire departments under the Assistance to Firefighters Grant Program. FEMA also distributed grants to improve the interoperability of first responder emergency communications equipment and another set of grants to enhance telecommunications capabilities of emergency operations centers.

**FEMA Emergency Management Performance Grants.** In the fiscal year 2003 omnibus spending bill, Congress appropriated \$165 million for FEMA's Emergency Management Performance Grants (EMPG) program, used to help states develop, maintain, and improve state and local emergency management activities.<sup>42</sup> The scope of the program permits a wide array of state and local preparedness activities, and it consolidated a number of smaller disaster preparedness and management programs.

FEMA allocated EMPG funds using the 0.75 percent small-state minimum (40/60) method outlined in Section 1014 of the USA Patriot Act, the formula used to allocate state and local first responder grants. FEMA did so despite language in the conference report to accompany the omnibus appropriations bill stating that "FEMA should consider an allocation system for these funds that takes into consideration not only population, but also risk and vulnerability assessments."<sup>43</sup>

California received \$13.1 million from the EMPG program in 2003, 7.93 percent of the total distributed nationwide.

**FEMA Community Emergency Response Teams.** From the \$20 million that Congress appropriated for the Community Emergency Response Teams (CERT) formula grant program for 2003, FEMA allocated \$18.8 million to states to be used by state and local governments to support the formation, oversight, and outreach of "Citizen Corps" councils and to expand CERT training across the country.<sup>44</sup> CERT training funds are part of an effort to develop a volunteer response force that can supplement emergency and disaster response capabilities within communities.<sup>45</sup>

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<sup>42</sup>The EMPG program is sometimes referred to as the all-hazards emergency management system.

<sup>43</sup>H. Rept. 108-10, February 13, 2003, p. 1473.

<sup>44</sup>See [http://www.fema.gov/nwz03/nwz03\\_123.shtm](http://www.fema.gov/nwz03/nwz03_123.shtm).

<sup>45</sup>According to FEMA, "The CERT concept was developed and implemented by the Los Angeles City Fire Department in 1985. FEMA made this training available nationally in 1993." The CERT training program is a 20-hour disaster preparedness and recovery course.

The formula for CERT grant distribution again relies on the USA Patriot Act's 40/60 method that allocates to California less than 8 percent of appropriated funds. California's \$1.5 million allocation was 7.9 percent of the total distributed nationwide for fiscal year 2003.

**FEMA Assistance to Firefighters Grant Program.** For fiscal year 2003, Congress appropriated \$750 million for the Assistance to Firefighters Grant Program (AFGP).<sup>46</sup> After rescissions and set-asides,<sup>47</sup> FEMA announced that approximately \$680 million would be made available to fire departments on a discretionary, competitive basis.

Larger fire departments, and the local government agencies that run them, have charged that the program was not designed to distribute as much money as Congress now appropriates for it, and that its primary focus is on smaller, often rural, volunteer fire departments.<sup>48</sup> The program was initially authorized in 2000,<sup>49</sup> and maximum authorized funding was \$100 million for 2001 and \$300 million for 2002. (After the September 11, 2001, terrorist attacks, Congress increased the authorized funding level to \$900 million.<sup>50</sup>) In fiscal year 2001, FEMA awarded \$96.6 million via 1,886 grants to fire departments; rural departments received 1,379 grants (74 percent of all grants) totaling \$55.4 million (57 percent of all funds awarded). The program's authorizing language limits any single recipient fire department to one grant per fiscal year of no more than \$750,000. It further requires that volunteer fire departments receive at least their proportionate share of all grants awarded, and it requires that applicants who protect a population of 50,000 or less provide 10 percent nonfederal

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<sup>46</sup>FEMA refers to the program as the Assistance to Firefighters Grant Program, whereas Congressional documents refer to Firefighter Assistance Grants.

<sup>47</sup>The omnibus appropriations bill's 0.65 percent across-the-board reduction left FEMA \$745.1 million to carry out the AFGP, and the bill also authorized FEMA to spend up to 5 percent of total funds for administration of the program. In addition, FEMA was authorized to set aside as much as \$27,500,000 of the funds for fire prevention and injury prevention programs. On October 14, 2003, FEMA announced the opening of an application period for \$27.5 million in 2003 Fire Prevention and Safety Grants, with particular focus on death and injury rates for young children, seniors, and the firefighters called to respond to fires. See <http://www.usfa.fema.gov/fire-service/grants/2003grants/03-prev-grants.shtml>.

<sup>48</sup>FEMA estimates that there are approximately 32,000 fire departments in the nation, whereas the National Fire Protection Association (NFPA) database counts 26,354 fire departments nationwide. The NFPA estimates that 76 percent of the nation's fire departments are staffed entirely by volunteers, yet these departments provide fire protection services to only 26 percent of the nation's population. On the other hand, the 6 percent of fire departments that are staffed entirely by career employees protect 40 percent of the nation's population.

<sup>49</sup>*Federal Fire Prevention and Control Act of 1974*, 15 U.S.C. 2201 et seq., as amended by the National Defense Authorization Act for Fiscal Year 2002, Public Law 106-398, October 30, 2000.

<sup>50</sup>*Federal Fire Prevention and Control Act of 1974*, 15 U.S.C. 2201 et seq., as amended by the National Defense Authorization Act for Fiscal Year 2002, Public Law. 107-107, December 28, 2001.

matching funds, whereas applicants who protect a population in excess of 50,000 must provide at least a 30 percent match.

By the end of fiscal year 2003, FEMA had announced a total of \$293 million in Assistance to Firefighters Grant Program awards to 4,491 grantees nationwide. In California, 103 grantees had received \$11.7 million, approximately 4 percent of the U.S. total.<sup>51</sup> As of the end of the fiscal year, 18 states had received a larger total number of grants than California. The Orange County Fire Authority was one of four departments in the nation that received a maximum grant of \$750,000.<sup>52</sup> A list of California grantees and grant amounts appears in Appendix Table E.4.

**Interoperable Communications Grants.** On September 25, 2003, DHS announced the allocation of \$79.6 million in discretionary grants to help communities develop interoperable communications systems for public safety agencies.<sup>53</sup> The grant program, jointly run by FEMA and the Department of Justice's Office of Community Oriented Policing Services (COPS), provides funding through a competitive grant process for demonstration projects to explore uses of equipment and technologies to increase communications interoperability among fire, law enforcement, and emergency medical service agencies. The maximum federal share for a grant award was \$6 million, with a non-federal cost share of 25 percent. Eligible applicants included the nation's 50 largest Metropolitan Statistical Areas (MSAs), the largest MSA from each state, and one local jurisdiction nominated by the governor of each state. No California jurisdiction was among the 17 recipients selected nationwide.

**FEMA Emergency Operations Centers Grants.** On September 25, 2003, FEMA announced the allocation of \$74.8 million via 19 grants to help states develop and improve Emergency Operations Centers (EOCs).<sup>54</sup> EOCs are secure command and control centers for use in the event of major emergencies. The grants were provided using a mixture of funds appropriated in fiscal years 2002 (\$56 million) and 2003 (\$25 million). EOC grants are designed to help ensure that state and local EOCs have "the support and telecommunications capabilities that provide flexibility, sustainability, security, survivability, and interoperability." FEMA noted that the funds were distributed "to address the most immediate EOC deficiencies nationwide."

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<sup>51</sup>For an updated count, see <http://www.usfa.fema.gov/fire-service/grants/2003grants/03awards.shtm>.

<sup>52</sup>The other three fire departments receiving a \$750,000 maximum grant by the end of fiscal year 2003 were the City of Miami Department of Fire and Rescue, the Fire Department of New York, and the Columbus (OH) Division of Fire.

<sup>53</sup>For details, see [http://www.dhs.gov/dhspublic/interapp/press\\_release/press\\_release\\_0266.xml](http://www.dhs.gov/dhspublic/interapp/press_release/press_release_0266.xml).

<sup>54</sup>For details, see <http://www.dhs.gov/dhspublic/display?content=1737>.



In an earlier phase of EOC funding, using only funds appropriated during fiscal year 2002, all states (regardless of size) were allocated an equal, fixed amount of \$50,000 to conduct an initial assessment of the hazards, vulnerabilities, and risks to the existing EOC. Total funding from this first phase, completed in December 2002, was \$2.8 million. FEMA awarded states an additional \$4.3 million in 2002 funding (in grants up to \$150,000 per state) to make physical modifications to EOCs to accommodate a secure communications equipment suite, including secure video teleconferencing, facsimile, and telephone systems. (Using a \$7 million appropriation, FEMA separately provided secure equipment directly to state EOCs; the state grants were to be used only to modify facilities to incorporate the new equipment.)<sup>55</sup>

### ***HHS Grants: Bioterrorism Preparedness Formula Funding***

Although DHS assumed responsibility for several homeland security functions in March 2003, HHS continued to administer fiscal year 2003 funding for some programs, including bioterrorism preparedness grants.<sup>56</sup>

On September 2, 2003, HHS announced allocation of \$1.4 billion in fiscal year 2003 bioterrorism preparedness aid to states, territories, and three municipalities (Los Angeles County and the cities of New York and Chicago).<sup>57</sup> HHS made grants totaling \$870 million from the Centers for Disease Control (CDC) for public health systems preparedness and \$498 million from the Health Resources and Services Administration (HRSA) for hospital preparedness.<sup>58</sup> Appropriated totals for the programs, including unallocated funds for program administration, were \$940 million to CDC for state and local preparedness and \$518 million to HRSA for hospital preparedness.<sup>59</sup>

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<sup>55</sup>Because EOC assessment and EOC secure communications grants were funded entirely from 2002 appropriations, state totals for the programs are not reflected in this report's appendix tables or in agency grant totals for 2003. However, this report's tables and totals do include the \$74.8 million in EOC grants.

<sup>56</sup>This report does not examine funds for the Metropolitan Medical Response Systems program that help metropolitan areas prepare and plan for mass-casualty disasters. The multiyear program was expected to terminate after 2003.

<sup>57</sup>See <http://www.hhs.gov/news/press/2003pres/20030902.html>. Aid was available for the period from August 31, 2003, through August 30, 2004. See also *Continuation Guidance for Cooperative Agreement on Public Health Preparedness and Response for Bioterrorism—Budget Year Four*, Centers for Disease Control, Washington, D.C., <http://www.bt.cdc.gov/planning/continuationguidance/index.asp>.

<sup>58</sup>CDC stated that, in addition to these funds, \$100 million of special appropriation smallpox funds and \$65 million of Strategic National Stockpile funds would be distributed on the basis of 2001 census data, despite the fact that 2002 data were available at the time of allocation. See <http://www.hhs.gov/news/press/2003pres/20030902.html>, <http://www.bt.cdc.gov/planning/continuationguidance/guidance-qa.asp?type=qdate>.

<sup>59</sup>From a separate funding source, HRSA awarded 31 grants to universities totalling \$26.6 million in 2003 for bioterrorism training and curriculum development, including \$1.5 million to the University of California, San Francisco, and \$313,430 to the University of California, Los Angeles. HHS News Release, September 12, 2003, <http://www.hhs.gov/news/press/2003pres/20030912d.html>.

Bioterrorism preparedness funds were provided pursuant to cooperative agreements between the administering agency and the recipient jurisdiction. Although DHS was given responsibility for these grant funds, CDC and HRSA continued to administer the funds for fiscal year 2003; funding in future years may be provided by DHS, although the source of funds may continue to be the appropriations bill for the Departments of Labor, HHS, and Education.

To distribute the \$870 million in public health system preparedness funding not retained at the national level, HHS initially allocated each of the 55 primary recipients (the 52 states and the three municipalities) \$5 million per recipient—the District of Columbia received a doubled base allocation of \$10 million.<sup>60</sup> HHS then allocated the \$586 million remaining (after the initial allocation and set-aside for territories) to the 55 recipients proportional to their relative share of the total population in 2001. The seven eligible territories<sup>61</sup> received a total of \$4 million, with each territory receiving \$500,000 initially; the remaining \$500,000 was divided on the basis of each territory's population relative to the total for all seven territories.

To distribute the \$498 million<sup>62</sup> in HRSA hospital preparedness grant funding, HHS employed a similar method. Each of the 55 jurisdictions received \$1 million initially (with a doubled allocation of \$2 million to the District of Columbia). After also setting aside \$4.5 million for territories, HHS allocated the remaining \$438.5 million proportional to the population of the entire nation, including the territories. In a slight change from the CDC formula method, the seven territories were each allocated \$500,000 per awardee plus a population-based allocation, with no cap on the territories' combined total allocation.

Because California received one base allocation and Los Angeles County received a second, the state's total allocation from both programs is larger than it would have been without the double counting. Nevertheless, because the state's large population resulted in a population-count funding share that eclipsed the base allocation, the change in California's total allocation was not as dramatic as it would have been for a state with fewer residents (such as the District of

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<sup>60</sup>In effect, Washington, D.C., was treated as a fourth municipal recipient, with the state-level base amount and the municipal base amount allocated to the same governmental entity.

<sup>61</sup>For these programs, eligible territories included American Samoa, the Virgin Islands, Guam, the Northern Mariana Islands, the Marshall Islands, the Federated States of Micronesia, and Palau. (The inclusion of the Marshall Islands, Micronesia, and Palau is at variance with other grants examined in this report.)

<sup>62</sup>HRSA retained \$20 million for administration. In fiscal year 2002, the total appropriation for the HRSA program was \$135 million.

Columbia). California received a total of \$80.1 million from the CDC grant program (\$24.5 million for Los Angeles County and \$55.6 million for the state). The state received a total of \$54.4 million in HRSA grants (\$15.6 million for Los Angeles County and \$38.8 million for the state).

As shown in Appendix Table C.4, California's \$134.5 million combined total from the HHS bioterrorism preparedness grants represented 9.8 percent of the U.S. total. California received \$3.83 per capita in fiscal year 2003; the national amount per capita that year was \$4.68. Among all states, California tied with Florida for "second-to-last" ranking for per capita receipts. With per capita receipts of \$3.75, Texas ranked lowest, eight cents below the per capita level of Florida and California. No other state received less than \$4 per capita.

As is the case for ODP formula grant funds, the HHS technique of providing a base allocation and then allocating the remainder according to population results in per capita variations that sharply increase funding in small states.<sup>63</sup> The doubling of the base allocation to the District of Columbia gave it the largest per capita allocation among states (\$24.58), but other small states received large per capita formula allocations, including Wyoming (\$15.54), Vermont (\$13.25), North Dakota (\$13.02), and Alaska (\$12.80).

Ultimately, when compared to the 40/60 method for distributing DHS formula grant dollars, the allocation scheme for HHS bioterrorism preparedness grants was somewhat less skewed to the benefit of small states. Nevertheless, the "four-to-one" funding discrepancy between top-ranked Wyoming<sup>64</sup> and bottom-ranked Texas was still very large.

## Fiscal Year 2004 Funding

On September 24, 2003, the House and Senate each approved the conference report to accompany H. R. 2555,<sup>65</sup> which made appropriations for fiscal year 2004 for the Department of Homeland Security and related agencies and purposes, and President Bush signed the measure into law one week later.<sup>66</sup> Total 2004 appropriated funding in the conference agreement provided \$29.4

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<sup>63</sup>The HHS formula differed from the USA Patriot Act's formula for ODP state and local grants in that the latter specifies a percentage (0.75 percent) of funds for each state, whereas HHS uses a specified dollar amount.

<sup>64</sup>For this comparison, the District of Columbia is set aside as aberrant for two reasons: The jurisdiction received a doubled allocation and many of the dollars were to be used in neighboring Virginia and Maryland.

<sup>65</sup>H. Rept. 108-280, September 23, 2003.

<sup>66</sup>*Department of Homeland Security Appropriations Act, 2004*, Public Law 108-90, October 1, 2003.

billion for DHS operations and activities, an increase of \$535.8 million above the level enacted in fiscal year 2003.<sup>67</sup>

The measure that ultimately became law included various compromises between the House and Senate versions of the bill. The House version had proposed spending several hundred million dollars more than did the Senate for first responder grants. Per Congressional custom, DHS was directed to comply with language and allocation amounts contained in the House report<sup>68</sup> and Senate report<sup>69</sup> that were not addressed to the contrary in the final conference report.

As this report goes to print, the House has passed and the Senate will soon consider the conference report (H. Rept. 108-401) on H. R. 2673, the fiscal year 2004 omnibus appropriations bill funding various federal agencies.<sup>70</sup> In addition to a 0.59 percent across-the-board cut in spending for all programs the bill funds, the bill—if enacted—would retroactively apply a similar 0.59 percent reduction to previously enacted non-defense appropriations amounts, including those contained in the 2004 Homeland Security appropriations bill.

### ***House Homeland Security Appropriations Bill for Fiscal Year 2004***

On June 24, 2003, the House passed its version of the bill, which would have provided \$30.4 billion in total spending,<sup>71</sup> including \$3.5 billion for ODP, \$5.2 billion for TSA, and \$5.1 billion for the Emergency Preparedness and Response Directorate that includes FEMA. The House bill included \$1.9 billion<sup>72</sup> for formula grants to state and local governments that are allocated according to the USA Patriot Act's 40/60 formula, plus \$200 million for critical infrastructure protection grants (the same amount as in 2003) allocated using the same formula.<sup>73</sup> The House bill allotted \$510 million for a new state and local law

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<sup>67</sup> Combined DHS budget authority for 2004 totals \$37.4 billion, including \$31.3 billion in discretionary funding provided by Congress (mostly from the conference report) and an additional \$6.1 billion in mandatory spending (primarily funded from fees).

<sup>68</sup> H. Rept. 108-169, June 23, 2003.

<sup>69</sup> S. Rept. 108-86, July 10, 2003.

<sup>70</sup> Formally titled *A Bill Making Appropriations for Agriculture, Rural Development, Food and Drug Administration, and Related Agencies for the Fiscal Year Ending September 30, 2004, and for Other Purposes*, H. R. 2673 is also known as the *Consolidated Appropriations Act, 2004* or, simply, the fiscal year 2004 omnibus appropriations bill.

<sup>71</sup> The total spending amount did not include \$4.7 billion in advance appropriations from future fiscal years to provide for biological defense activities.

<sup>72</sup> The amount represented an increase of \$34 million over the fiscal year 2003 amount, restoring funds cut by the omnibus appropriations bill's 0.65 percent across-the-board reduction applied to most domestic discretionary spending.

<sup>73</sup> In a change from the 50 percent pass-through requirement for 2003 critical infrastructure protection grant funding, the bill proposed that 80 percent of those grants be transferred from states to local governments.

enforcement terrorism prevention grant program also using the 40/60 formula. For discretionary grants, the House bill proposed \$500 million for grants to high-threat urban areas and \$760 million for the Assistance to Firefighters Grant Program.<sup>74</sup> House bill language would have prohibited DHS from using the 40/60 formula to allocate high-threat urban area grant funds, fixing a problem that did not exist—the formula has not been used to allocate those programs’ funds in previous years. When allocating high-threat urban area funds, House report language urged DHS to take into account “credible threat, presence of critical infrastructure, population, vulnerability, and the identified needs of public agencies.” Remaining ODP funding was to be used for national programs.<sup>75</sup>

For TSA, the House bill proposed \$150 million for port security grants, \$30 million for Operation Safe Commerce, \$25 million for trucking industry grants, and \$10 million for intercity bus security. It proposed \$1.3 billion for continued enhancements of baggage screening technology at the nation’s airports, of which \$235 million would be provided for LOIs to help airports integrate screening systems with existing baggage conveyor systems.<sup>76</sup> From FEMA funds, the House bill proposed \$168 million for the EMPG program,<sup>77</sup> and \$45 million in Citizen Corps funding, of which \$20 million would be used to provide grants for CERT training.<sup>78</sup> The House bill also proposed a new \$35 million appropriation for competitive grants for Centers for Emergency Preparedness, and language implied that universities were to be the intended grant recipients.<sup>79</sup> The bill expressly required that the USA Patriot Act’s 40/60 formula not be used to allocate those funds.

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<sup>74</sup>The amounts included an increase of \$10 million each for the terrorism prevention grants and the firefighters assistance grants added by a floor amendment, offered by Rep. Lee Terry (NE), that reduced funding for TSA by \$20 million to offset the increased grant funding.

<sup>75</sup>This was to include \$45 million for the Citizen Corps, \$32 million for Grant Administration and Planning, \$125 million for a National Domestic Preparedness Consortium, \$35 million for Centers for Emergency Preparedness, \$67 million for technical assistance, \$50 million for a National Exercise Program, \$12 million for standards and testing, \$5 million for equipment caches, \$21 million for management and administration, and \$11 million for contractor support.

<sup>76</sup>In addition, the House bill proposed \$160 million for reimbursable agreements between TSA and state and local law enforcement agencies to defray the cost of providing security presence at airports.

<sup>77</sup>EMPG funds were to be available via the DHS Emergency Preparedness and Response Directorate.

<sup>78</sup>The House bill directed that the FEMA function at DHS continue to administer the Citizen Corps/CERT program, although ODP was to become the program’s funding source for fiscal year 2003.

<sup>79</sup>Other university-focused funds in the House bill included \$35 million for “University Programs/Fellowship Programs,” and \$25 million for university-based centers of excellence.

### ***Senate Homeland Security Appropriations Bill for Fiscal Year 2004***

On July 24, 2003, the Senate passed its version of H. R. 2555, providing \$29.3 billion for DHS and related functions at other federal agencies.<sup>80</sup> The Senate bill proposed \$3.6 billion for ODP, including \$2.9 billion for state and local programs and \$750 million for Firefighter Assistance Grants. The bulk of state and local grant funding was to be composed of \$1.25 billion for state and local formula grants (after a deduction, this amount was \$700 million less than the House proposed) and \$500 million for a new state and local law enforcement terrorism prevention grant program (\$10 million less than proposed in the House bill). Funds from both accounts were to be allocated using the USA Patriot Act's 40/60 formula. Of the \$1.25 billion, \$50 million was to be used for Citizen Corps, part of which has been used in the past to provide CERT training. (Thus, the Senate actually proposed \$1.2 billion for the basic, formula-based grants.) In addition, the Senate proposed \$750 million for high-threat urban area discretionary grants (\$250 million more than the House version), with an express prohibition on the use of the 40/60 formula to allocate funds—language with little effect because the formula had not been used to determine allocations in prior years. The Senate bill would have provided \$358 million for national programs.<sup>81</sup> The Senate's bill did not propose funds for ODP critical infrastructure grants.<sup>82</sup>

During Senate floor debate, Sen. Carl Levin (MI) had been expected to introduce an amendment to change or eliminate the 0.75 percent small-state minimum. Believing he lacked the votes for passage, he elected not to do so, but he and several colleagues from larger states spoke on the floor, calling the program's small-state minimum "overreaching and almost unprecedented," and "a departure from typical small-state minimums that are one half of one percent or less." The bill included non-binding "sense of the Senate" language urging that DHS take into account tourist population as a factor when allocating discretionary and formula grant funds—language that later would be deleted in conference.

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<sup>80</sup>A major difference in total funding between the two chambers' versions was that the House's provided \$890 million for President Bush's biological weapons defense initiative, Project Bioshield, whereas the Senate bill did not, because the program lacked authorizing legislation. The House had approved a program authorization bill (H. R. 2122, the *Project Bioshield Act of 2003*, passed on July 16); the Senate had not done so.

<sup>81</sup>For national programs, the Senate bill proposed \$60 million for the Center for Domestic Preparedness, \$80 million for the existing members of the National Domestic Preparedness Consortium, \$28 million for the continuation of core training programs, \$60 million for competitive grants for emerging training, \$50 million for exercises, \$40 million for equipment support, \$10 million for technical assistance, and \$30 million for management and administration.

<sup>82</sup>However, in separate language, the bill proposed \$294 million from the analysis and infrastructure account for FEMA for critical infrastructure identification, assessments, and protection, as well as \$72 million from the science and technology account for critical infrastructure systems modeling, simulation, and analysis for critical infrastructure protection.

From a total of \$5.4 billion for TSA, the Senate bill proposed \$150 million for port security grants, \$30 million for Operation Safe Commerce, \$25 million for trucking industry grants, and \$10 million for intercity bus security—amounts that paralleled the House-passed version of the bill.<sup>83</sup> From a total of \$1.4 billion proposed for explosives detection systems, the Senate also proposed spending \$309 million for LOIs for funds to help airports install baggage explosive screening systems.<sup>84</sup> (Both amounts were below the House-passed funding level.) From a total of \$3.6 billion for the Emergency Preparedness and Response Directorate,<sup>85</sup> the Senate bill proposed \$165 million for EMPGs (\$3 million less than the House proposal).

### ***Final Homeland Security Appropriations Totals for Fiscal Year 2004***

The conference agreement<sup>86</sup> on fiscal year 2004 homeland security appropriations provided \$1.7 billion for ODP state and local formula grants (\$200 million less than the House proposed and \$500 million more than the Senate proposed). The agreement also provided \$500 million (the Senate-proposed amount) for a new law enforcement terrorism prevention grants program, to be allocated using the same 40/60 formula. Providing no 2004 funds for critical infrastructure protection grants, the conference agreement thus appropriated \$2.2 billion for ODP grants to be allocated according to the USA Patriot Act's 40/60 formula.

The appropriated amount would represent a \$134 million increase from the \$2.066 billion in 2003 ODP grant appropriations. However, if the Senate approves the fiscal year 2004 omnibus appropriations conference report that is currently under consideration, the total allocated nationwide would be subject to a 0.59 percent reduction, yielding a total allocation of \$2.207 billion (rescinding approximately \$13 million from the amount initially enacted for 2004).

For discretionary grants to high-threat, high-density urban areas, the agreement provided \$725 million (\$225 million more than the House proposed, \$25 million less than the Senate proposed, and \$75 million less than Congress appropriated for fiscal year 2003).<sup>87</sup> The conference report retained language

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<sup>83</sup>In addition, the bill proposed \$170 million for TSA state and local reimbursement agreements for local law enforcement officers for airport support and enforcement presence.

<sup>84</sup>A separate \$45 million appropriation would have provided funds for research and development of next-generation explosive detection systems.

<sup>85</sup>Most of the \$1.5 billion difference between House and Senate spending for the Emergency Preparedness and Response Directorate represented funds for Project Bioshield.

<sup>86</sup>*Department of Homeland Security Appropriations Act, 2004*, Public Law 108-90, October 1, 2003.

<sup>87</sup>If the 0.59 percent across-the-board reduction in the fiscal year 2004 omnibus appropriations conference report is enacted, it will rescind \$4.3 million from this U.S. total.

originally included in the House report directing DHS to consider threat, population, vulnerability, critical infrastructure, and need as it allocated grants, and it added the additional requirement that DHS also consider “cooperation of multiple jurisdictions in preparing domestic preparedness plans.”<sup>88</sup>

In other ODP funding areas, the conference agreement also included \$40 million (\$5 million less than the House proposed and \$10 million less than the Senate proposed) for ODP Citizen Corps grants,<sup>89</sup> \$135 million for the National Domestic Preparedness Consortium (of which \$55 million is to be used for the Center for Domestic Preparedness), \$30 million for technical assistance, \$50 million for a National Exercise Program, \$60 million for competitive training grants (somewhat similar to the \$35 million proposed by the House under Centers for Emergency Preparedness), \$17 million for equipment and testing, and \$30 million for management and administration. The agreement provides \$750 million (the same amount as appropriated for 2003) for Firefighter Assistance Grants, which will continue to be administered by ODP (not moved to the Emergency Preparedness and Response Directorate as had been recommended by the Senate).<sup>90</sup>

The fiscal year 2004 conference agreement appropriated \$3.7 billion for TSA, including \$125 million for port security grants (\$25 million less than proposed in both the House and Senate bills and \$45 million less than the 2003 appropriation) to fund security planning and projects to improve dockside and perimeter security at the nation’s ports.<sup>91</sup> In addition, the agreement included several other port security measures. Congress provided \$14 million for “Customs-Trade Partnership Against Terrorism,” which provides training and technical assistance to foreign manufacturers and importers to help them meet U.S. standards for repelling potential terrorist attempts to use shipments for introducing weapons of mass destruction into U.S. ports. The agreement also provided \$62 million for the Container Security Initiative (CSI), to deploy teams of inspectors, special agents, and intelligence analysts to 20 foreign “mega-ports” and approximately ten other strategic ports to inspect containerized cargo for weapons of mass destruction before shipment to the United States. Congress also provided \$64 million for technology to support non-intrusive inspection of cargo.

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<sup>88</sup>H. Rept. 108-280, September 23, 2003, p. 46.

<sup>89</sup>The conference report provides no direction regarding the share to be used for CERT training grants. Because the House required \$20 million for this purpose and the Senate bill was silent, DHS may still follow the House report’s direction. The 2003 funding level was \$20 million.

<sup>90</sup>Firefighter Assistance Grants for 2004 are to be available for allocation until September 30, 2005. If the 0.59 percent across-the-board reduction in the fiscal year 2004 omnibus appropriations conference report is enacted, it will rescind \$4.4 million from this U.S. total.

<sup>91</sup>The fiscal year 2004 omnibus appropriations conference report would rescind \$737,500 of this amount.



For other TSA accounts, Congress appropriated \$250 million (\$15 million more than the House proposal and \$59 million less than the Senate proposal) for installation of explosive detection systems for checked baggage at airports (from a \$1.3 billion total appropriation for explosive detection systems),<sup>92</sup> \$85 million for air cargo security, \$17 million for Operation Safe Commerce (\$13 million less than in both the House and Senate bills and in 2003), \$22 million for trucking security (\$3 million less than in both the House and Senate bills), and \$10 million for intercity bus security (the same as in the House and Senate bills and half of the 2003 appropriation).

For EMPGs, allocated using the 40/60 formula, the agreement included \$180 million (an increase of \$12 million from the House proposal and \$15 million from the Senate proposal).<sup>93</sup> The 2003 appropriation for EMPG had been \$165 million. The agreement also provides \$60 million for Urban Search and Rescue, \$50 million for the Metropolitan Medical Response System, \$70 million for scholarships and university-based centers of excellence,<sup>94</sup> and \$66.5 million for critical infrastructure protection.<sup>95</sup>

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<sup>92</sup>In addition, Congress provided \$150 million for TSA to use to procure additional explosive detection equipment for installation in airports with which the agency has established cooperative agreements, as well as in other airports.

<sup>93</sup>The fiscal year 2004 omnibus appropriations conference report would rescind \$1.1 million of this amount.

<sup>94</sup>The \$70 million for homeland security university programs, funded from the science and technology account, was intended to provide scholarships to undergraduate and graduate students pursuing degrees including physical, biological, social, and behavioral sciences (priority homeland security areas), and to create a Homeland Security Centers of Excellence (HS-Centers) program at universities to provide “a dedicated capability that will enhance our ability to anticipate, prevent, respond to, and recover from terrorist attacks.” Although it gave DHS flexibility to make changes, Congress (in the 2003 omnibus appropriations bill) required that criteria for designation include expertise in various areas: first responder training; incident response; emergency and diagnostic medical services; chemical, biological, radiological, and nuclear countermeasures or detection; animal and plant health and diagnostics; food safety; water and wastewater operations; port and waterway security; transportation; information security and information engineering; engineering; border transportation and security; and the public policy implications and public dissemination of homeland security-related research and development. *Homeland Security Act of 2002*, Public Law 107-296, November 25, 2002, as amended by the *Consolidated Appropriations Resolution for Fiscal Year 2003*, Public Law 108-7, February 20, 2003.

DHS was expected to provide between \$2 million and \$4 million annually for three years to selected universities to establish HS-Centers with a mission of “providing tools to model the risks and vulnerabilities of terrorism and assessing the economic impact and consequences of terrorist countermeasures and responses.” DHS established the Office of University Programs to administer the funds. See *DHS Office of University Programs Fact Sheet*, November 17, 2003, <http://www.dhs.gov/dhspublic/display?content=2245>.

On November 25, 2003, DHS announced that the nation’s first HS-Center would be established at the University of Southern California (USC) and that the department would provide \$12 million over three years to underwrite its establishment. The USC center, named the Homeland Security Center for Risk and Economic Analysis of Terrorism Events, will examine targets and means of terrorism and emphasize protecting critical infrastructure systems as well as “tools for planning responses to emergencies, to minimize the threat to human lives and reduce the economic impact in the event of an attack.” To develop and operate the center, USC will partner with the University of Wisconsin at Madison; New York University; and the University of California, Berkeley. See DHS press release, November 25, 2003, <http://www.dhs.gov/dhspublic/display?content=2387>.

<sup>95</sup>Of the critical infrastructure funds, \$60 million is provided for the research, development, testing, and evaluation of an

The conference agreement revises the funding structure for TSA's aviation security account entitled Security Direction and Enforcement. In fiscal year 2003 and in the House and Senate versions of the 2004 appropriations bills, funding to reimburse state and local law enforcement agencies for stepped-up security at airports was available as a separate line item (\$248 million in 2003, \$160 million in the 2004 House bill, and \$170 million in the 2004 Senate bill). The conference agreement provides a total of \$703.3 million for the Security Direction and Enforcement account, a reduction of \$18.4 million from the House bill, but a precise comparison of programs is difficult.

Resolving the largest funding discrepancy between the House and Senate versions, the conference agreement included a House plan to provide \$5.6 billion over several fiscal years for bioterrorism response. Up to \$890 million is provided for fiscal year 2004, and up to a total of \$3.4 billion is provided for fiscal years 2004 through 2008.<sup>96</sup>

#### ***House- and Senate-Proposed Bioterrorism Grant Appropriations for Fiscal Year 2004***

Grants for bioterrorism preparedness are provided from appropriations bills for the Departments of Labor, HHS, and Education. As this report went to print, the House and Senate each had passed a Labor-HHS-Education appropriations bill for fiscal year 2004, and the conference committee on the 2004 omnibus appropriations bill had prepared compromise language.<sup>97</sup>

The House-passed bill proposed \$940 million to CDC for state and local bioterrorism preparedness and \$588 million to HRSA for bioterrorism preparedness and response activities,<sup>98</sup> including \$518 million for hospital preparedness. The Senate bill<sup>99</sup> also proposed \$940 million to CDC for upgrading state and local capacity,<sup>100</sup> with \$578 million to HRSA for bioterrorism activities, including \$518 million for hospital preparedness and

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antimissile device for commercial aircraft. *Ibid.* These critical infrastructure protection funds are distinct from the 2003 critical infrastructure protection grants, which received no 2004 funds.

<sup>96</sup>All but \$890 million of the \$5.6 billion constitutes advance appropriations from future-year budgets and does not count against the budget total for 2004.

<sup>97</sup>The House approved H. R. 2660 on July 10, 2003; the Senate approved S. 1356 on September 10, 2003. On November 25, 2003, the committee of conference working to resolve differences between the two bills filed the conference report (H. Rept. 108-401) on the fiscal year 2004 omnibus appropriations bill. The House approved the conference report on December 8, 2003.

<sup>98</sup>H. Rept. 108-188, June 25, 2003. The total was to include \$41.7 million from HRSA's regular appropriation and \$545.9 million from the Public Health and Social Services Emergency Fund.

<sup>99</sup>S. Rept. 108-81, June 26, 2003.

<sup>100</sup>Within this total, the Senate bill sought to reserve \$40 million for the Health Alert Network. S. Rept. 108-81, June 26, 2003.

infrastructure improvements related to bioterrorism. The 2004 omnibus appropriations conference report proposes to retain the \$518 million amount for hospital preparedness, but it would divide the \$940 million for state and local preparedness by specifically directing DHS to use \$847 million for state cooperative agreements, \$29.8 million for public health preparedness centers, and \$5.5 million for advanced local public health practice.<sup>101</sup> In addition, the 2004 amounts would be reduced by the 0.59 percent across-the-board spending rescission applied to all programs, resulting in total appropriations of \$842.5 million for CDC preparedness grants and \$495 million for HRSA grants.

The Senate committee report also included language recommending that formula allocations to states be based on a number of threat factors: organizational headquarters, financial markets, internationally recognized icons, ports, transit systems, population density, and past international terrorism.<sup>102</sup> The House bill did not include comparable language, and the conference committee omitted the Senate language from the omnibus appropriations conference report. In addition, both House and Senate reports expressed concern and disapproval about reports that some grant recipients are supplanting state and local funds with federal funds.

## Future Formula Funding Outcomes

Many homeland security grants are made on a discretionary basis, and it is difficult to predict future funding outcomes with accuracy. Formula grant funds are a different matter. Although on some occasions administering agencies have latitude to alter formula distributions—by selecting data sources and applying set-aside amounts, for example, and sometimes by developing the formula itself—the distribution of funds by formula is more predictable than that by competitive grant or agency discretion. The following discusses prospective funding amounts under different funding scenarios and notes announced allocations for fiscal year 2004.

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<sup>101</sup>The report states that funds for public health preparedness centers should be used “to establish collaborative programs with State and local public health agencies, enhance practice-based training of students, and to increase participation of public health practitioners in the Centers’ education and training activities.” H. Rept. 108-401, November 25, 2003, p. 803.

<sup>102</sup>Senate report language recommended that funds be distributed using a formula that includes terrorism risk factors, including “(1) Site of headquarters or major offices of multinational organizations; (2) site of major financial markets; (3) site of previous incidents of international terrorism; (4) some measure of population density versus just population; (5) internationally recognized icons; (6) percent of national daily mass transit riders; (7) proximity to a major port, including major port ranked on number of cargo containers arriving at the port per year.” See S. Rept. 108-81, June 26, 2003.

Table 2 shows total 2003 and 2004 appropriations for a number of formula and discretionary programs discussed in this report.<sup>103</sup> Total 2003 spending by formula was \$3.6 billion, including \$2.25 billion allocated pursuant to the provisions of the USA Patriot Act's 40/60 formula (ODP's state and local grants for first responders and critical infrastructure protection grants, plus FEMA's EMPG and CERT grants) and \$1.4 billion for HHS bioterrorism preparedness allocated pursuant to a different formula.

The fiscal year 2004 omnibus appropriations conference report would spend amounts that are similar, although not identical, to 2003 amounts for bioterrorism preparedness amounts. Whereas funds administered by the Department of Homeland Security were not subject to an across-the-board reduction in 2003, HHS funds were cut by 0.65 percent in 2003; the 2004 omnibus appropriations conference report's reduction of 0.59 percent on all programs represents a small change from the prior year's rescission.

The fiscal year 2004 homeland security appropriations conference report provided amounts more substantially different from 2003 totals for programs subject to the 40/60 formula. Thus, this report examines future funding outcomes under them. For fiscal year 2004, the conference agreement provided total combined funding of \$2.4 billion for the ODP and FEMA programs that employ the 40/60 formula.

As shown in Appendix Table D.1, California received \$179 million (7.95 percent) of the \$2.25 billion in total 2003 grants for programs dependent on the 40/60 formula. California received \$5.09 per capita from these grants, below the \$7.69 national per capita amount and well below Wyoming's \$38.45 per capita grant.

Of the \$2.4 billion provided for by the fiscal year 2004 conference agreement for all homeland security programs employing the 40/60 formula (including the ODP grants just discussed), California will likely receive \$190 million (again 7.95 percent), assuming neither Congress nor the administration changes the formula before allocations are made. This amount would be \$5.40 per capita, which is below the \$8.15 national per capita amount and well below the \$40.77 per capita received by Wyoming. If DHS were to distribute grants using a traditional 0.75 percent small-state minimum approach rather than the 40/60 approach it used in 2003, California would receive \$265 million (11.1 percent) for these programs in 2004—\$75 million more than under the existing formula. Such a scenario would increase California's per capita grants amount from \$5.40 to \$7.54, still below the nation's unchanged \$8.15 per capita amount and

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<sup>103</sup>It shows two final totals for 2004—one if the 0.59 percent across-the-board spending reduction in the 2004 omnibus appropriations bill is enacted, another if it is not.

Table 2  
**Homeland Security Grants for Fiscal Year 2003 and Proposed and Enacted Amounts for Fiscal Year 2004**

	2003 Actual	House Proposed 2004	Senate Proposed 2004	Conference Agreement 2004	Conference Agreement 2004, Reduced <sup>a</sup>	Amount of Reduction, 2004 <sup>a</sup>
USA Patriot Act formula grant programs						
State and local grants for first responders	1,866,295,000	1,900,000,000	1,200,000,000	1,685,000,000	1,675,058,500	-9,941,500
Critical infrastructure grants	200,000,000	200,000,000	0	0	0	0
State and local law enforcement grants	0	510,000,000	500,000,000	500,000,000	497,050,000	-2,950,000
Emergency management performance grants	165,140,000	168,000,000	165,000,000	180,000,000	178,938,000	-1,062,000
CERT/Citizen Corps <sup>b</sup>	18,800,000	20,000,000	20,000,000	35,000,000	34,793,500	-206,500
Subtotal	2,250,235,000	2,798,000,000	1,885,000,000	2,400,000,000	2,385,840,000	-14,160,000
Other formula grants						
CDC bioterrorism preparedness <sup>c</sup>	870,000,000	870,000,000	870,000,000	847,456,000	842,456,010	-4,999,990
HRSA hospital preparedness <sup>c</sup>	498,000,000	498,000,000	498,000,000	498,000,000	495,061,800	-2,938,200
Subtotal	1,368,000,000	1,368,000,000	1,368,000,000	1,345,456,000	1,337,517,810	-7,938,190
Total	3,618,235,000	4,166,000,000	3,253,000,000	3,745,456,000	3,723,357,810	-22,098,190
Discretionary programs						
Assistance to Firefighters Grants	745,125,100	760,000,000	750,000,000	750,000,000	745,575,000	-4,425,000
High-threat urban area grants	771,980,000	500,000,000	750,000,000	725,000,000	720,722,500	-4,277,500
TSA port security grants	169,055,136	150,000,000	150,000,000	125,000,000	124,262,500	-737,500
Operation safe commerce	28,300,374	30,000,000	30,000,000	17,000,000	16,899,700	-100,300
Intercity bus grants	19,800,007	10,000,000	10,000,000	10,000,000	9,941,000	-59,000
Airport security baggage screening <sup>d</sup>	500,000,000	235,000,000	309,000,000	250,000,000	248,525,000	-1,475,000
Subtotal	1,734,260,617	1,450,000,000	1,690,000,000	1,627,000,000	1,617,400,700	-9,599,300
Grand total	5,352,495,617	5,616,000,000	4,943,000,000	5,372,456,000	5,340,758,510	-31,697,490

<sup>a</sup>The fiscal year 2004 omnibus appropriations conference report would subject all non-defense spending to a 0.59 percent across-the-board spending rescission.

<sup>b</sup>The Senate bill and conference agreement did not specify what share of Citizen Corps funding would be used for CERT training grants. The House specified \$20 million for CERT training. DHS applied \$35 million for 2004.

<sup>c</sup>As this report went to print, Congress had not finalized fiscal year 2004 appropriations for the Departments of Labor, HHS, and Education, which provides funding for the CDC and HRSA bioterrorism preparedness grants. Before its 0.59 percent reduction, the omnibus appropriations conference report includes \$847,456,000 for CDC grants and \$498,000 for HRSA grants.

<sup>d</sup>Funds for airport security baggage screening will be provided from amounts appropriated for several future fiscal years. The amount is listed here for reference, but it is not included in totals for 2003.

Wyoming's \$35.88 per capita amount. (For reference, if funds were distributed solely on the basis of population, with no small-state minimum whatsoever, California would receive \$288 million, or 12 percent of the nation's total.) If the 0.59 percent across-the-board spending cut is applied to these amounts, California's total will decline by \$1 million, to \$189 million, or \$5.37 per capita.

### ***State and Local Homeland Security Grants, Fiscal Year 2004***

On November 3, 2003, DHS Secretary Tom Ridge announced fiscal year 2004 allocations of homeland security grant funding. As expected, California again will receive the fewest grant dollars per capita of any state. The grants<sup>104</sup> are provided via three programs: State homeland security grants will provide \$1.7 billion, a new Law Enforcement Terrorism Prevention Program (LETPP) will distribute \$500 million, and the Citizen Corps program will provide \$35 million in grants. (The grant awards were announced before a conference agreement was reached on the fiscal year 2004 omnibus appropriations bill, so they did not reflect the 0.59 percent rescission that would apply retroactively to these funds.)

California was slated to receive \$176.5 million from these three ODP grants, including \$134 million in state grants, \$39.8 million in LETPP grants, and \$2.8 million in Citizen Corps grants. In each case, the state's share will again be 7.95 percent.

As shown in Figure 3, for every person in California, the formula will provide the state \$5.03 in 2004 homeland security grant funding; for every person in Wyoming, the formula will provide that state \$37.94. For a table detailing 2004 state allocations from these ODP grant programs, see Appendix Table D.2.a, and for a similar table that shows the effect of the omnibus appropriations conference report's proposed 0.59 percent rescission, see Appendix Table D.2.b.

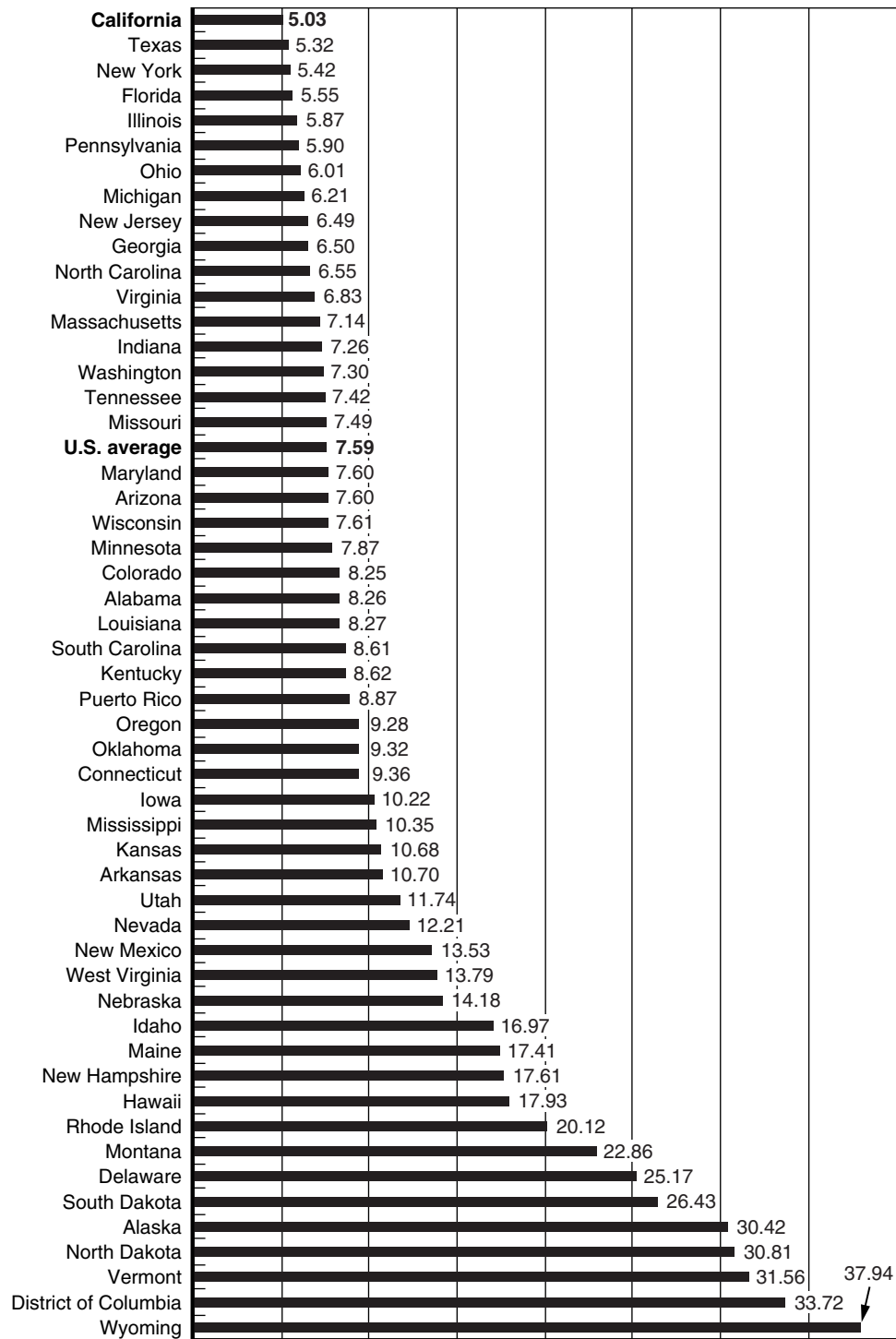
Some organizations have expressed concern that the new \$500 million law enforcement grant program may displace funds from the Department of Justice's COPS program. The House-passed version of the 2004 Commerce-Justice-State appropriations bills would reduce COPS grant funding by \$295 million; the Senate Appropriations Committee bill would reduce that program's funds by \$322 million.

### ***UASI Grants, Fiscal Year 2004***

On November 13, 2003, DHS released its distribution plan for \$725 million in fiscal year 2004 Urban Area Security Initiative funding, to be distributed in two pots: \$675 million for general urban area grants and \$50 million for urban mass transit security grants. DHS selected 50 urban areas and

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<sup>104</sup>Funds appropriated pursuant to the *Homeland Security Appropriations Act of 2004*, Public Law 108-90, October 1, 2003.



Fiscal year 2004 dollars per capita, by state (without 0.59 percent across-the-board spending cut)

Figure 3—ODP State and Local Grants for First Responders, Law Enforcement Terrorism Preparedness Program Grants, and Citizen Corps Grants, per Capita Allocation, by State, 2004

30 urban mass transit systems for 2004 funding. Again, the totals do not reflect the 0.59 percent funding rescission proposed by the fiscal year 2004 omnibus appropriations conference report.

California was slated to receive \$142.5 million, or 19.7 percent, of the total funds before rescissions. When combined with the 7.95 percent share of state grant funds (discussed above), the state's large share of UASI funding is still insufficient to increase California's per capita 2004 homeland security grant funding for 2004 to the national average, although it does manage to raise the state out of its last-place position in funding per person. California's share of 2004 ODP grants announced through the date this report went to print is approximately \$9 per capita, still below the \$10 per capita national average and far below the \$38 per capita to be received by top-ranked Wyoming. With the addition of urban area grant funding, Texas displaces California as the lowest per capita funded state, and California also moves above Florida, Georgia, North Carolina, Puerto Rico, and Virginia in per capita receipts.

Without applying any rescissions, California is expected to receive \$135.7 million or 20.1 percent of the nation's total urban area formula grants in 2004, with grants going to Los Angeles (\$28.3 million), San Francisco (\$26.5 million), Santa Ana (\$15.1 million), Long Beach (\$12.1 million), San Diego (\$10.5 million), Anaheim (\$10.3 million), San Jose (\$10 million), Sacramento (\$8 million), Oakland (\$7.9 million), and Fresno (\$7.1 million). Funds will be allocated to states, which must award 80 percent to the designated cities and contiguous counties within the designated urban area and use the remaining 20 percent for security enhancements within the urban area.

Before rescissions, California was expected to receive \$6.8 million, or 13.6 percent, of the nation's \$50 million in mass transit security grants in 2004, with \$2 million slated for Los Angeles Metrolink, \$1.6 million for San Francisco's BART, and \$800,000 each for the San Francisco area's Caltrain, the San Jose area's Altamont Commuter Express (ACE), Los Angeles County's MTA, and the San Diego Coaster. The \$50 million for metropolitan rail transit authorities will also be distributed via states, with recipients reportedly selected on the basis of the number of annual riders and overall track mileage. Allowable uses of funds include physical barricades, area monitoring systems such as video surveillance and motion detectors, thermal/infrared imagery and chemical/radiological material detection systems, integrated communications systems, and prevention planning, training, and exercises.

On December 10, 2003, DHS announced its plan for distributing \$179 million in UASI port security grants for 442 projects to 235 applicant



organizations nationwide.<sup>105</sup> With the funds, intended for security planning and projects to improve dockside and perimeter security, ports were to purchase new harbor patrol boats and surveillance equipment, construct new command and control facilities, and undertake similar activities. DHS allocated \$33.7 million (18.8 percent of the total U.S. grants) to fund 70 projects to be operated by 31 California grantees (including ports, oil refineries, chemical plants, and shipping companies) located in Benicia, Carson, Long Beach, Los Angeles, Martinez, Oakland, Port Hueneme, Richmond, Sacramento, San Diego, San Francisco, San Pedro, Stockton, and Wilmington. A list of 2004 California grantees and grant amounts is given in Appendix Table E.5.

Appendix Table D.3.a shows state allocations of 2004 ODP formula, urban area, mass transit, and port security grants as enacted by the homeland security appropriations conference report for fiscal year 2004. Appendix Table D.3.b shows similar amounts if the grants were to be reduced by the 0.59 percent across-the-board spending rescission proposed by the fiscal year 2004 omnibus appropriations conference report.

## Criticism of the Grant Process

DHS has been criticized since before its creation. The Bush administration initially opposed a separate department, arguing that the functions could be handled by existing agencies; once Congress was on the verge of creating it anyway, the administration backed the proposal and devoted considerable resources to the development of a new department.

A report entitled *Emergency Responders: Drastically Underfunded, Dangerously Unprepared*, prepared by an independent task force sponsored by the Council on Foreign Relations, criticized as inadequate the level of funding the federal government has committed to homeland security activities—stating that “America will fall approximately \$98.4 billion short of meeting critical emergency responder needs over the next five years”—and lamented the nation’s insufficient standards and guidelines for emergency preparedness.<sup>106</sup>

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<sup>105</sup>Press release, *Department of Homeland Security Announces \$179 Million in Grants to Secure America’s Ports*, Department of Homeland Security, December 10, 2003, [http://www.dhs.gov/interweb/assetlibrary/Port\\_Security\\_Sopreadsheet.xls](http://www.dhs.gov/interweb/assetlibrary/Port_Security_Sopreadsheet.xls).

Of the \$179 million total, \$75 million was funded by the fiscal year 2004 homeland security appropriations conference report, and \$104 million represented unused port security funds from fiscal year 2002. If the fiscal year 2004 omnibus appropriations conference report is enacted, grants will be reduced pursuant to a 0.59 across-the-board spending rescission. However, it is likely that only the portion of grants that represents the 2004 appropriation will be subject to this reduction.

<sup>106</sup>Richard A. Clarke, Jamie F. Metzl, and Warren B. Rudman, *Emergency Responders: Drastically Underfunded*,

The homeland security grant allocation process has been embattled as well. The news media has cited a number of examples of formula-based grants being made to small jurisdictions that have little idea what to do with the unexpected windfall. When the Oak Bluffs Steamship Authority of Martha's Vineyard, Massachusetts, was awarded \$909,000 to upgrade port security, harbor master Todd Alexander told a reporter, "Quite honestly, I don't know what we're going to do, but you don't turn down grant money."<sup>107</sup> And officials in Colchester, Vermont, a rural town with a population of approximately 17,000 residents, used an unexpected grant to purchase a search and rescue vehicle capable of boring through concrete and equipped with a camera to search for victims in collapsed buildings.<sup>108</sup>

### ***Fairness of the USA Patriot Act's 40/60 Formula***

Much of the criticism of federal funding allocation for state and local homeland security activities has been leveled at the USA Patriot Act's 40/60 formula, both for its fiscal favoritism toward smaller states and its omission of threat as an allocation factor. The Council on Foreign Relations report stated that one of the two major obstacles hampering America's emergency preparedness efforts was that "funding for emergency responders has been sidetracked and stalled due to a politicized appropriations process," and added, "Congress should establish a system for allocating scarce resources based less on dividing the spoils and more on addressing identified threats and vulnerabilities. To do this, the federal government should consider such factors as population, population density, vulnerability assessment, and presence of critical infrastructure within each state."<sup>109</sup> Specifically addressing the small-state minimum issue, the report notes, "the state and population-driven approach has led to highly uneven funding outcomes," and—citing as an example the unusually large per capita allocation to Wyoming versus that to larger states—adds, "While this approach may have political appeal, it unnecessarily diverts funding from areas of highest priority."

On April 24, 2003, DHS Secretary Tom Ridge appeared in California and stated that one of the first orders of business for the new department was to

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*Dangerously Unprepared*, Council on Foreign Relations, New York, June 29, 2003, <http://www.cfr.org/publication.php?id=6085>. The report is often referred to as the Rudman Report.

<sup>107</sup> *Vineyard Gazette*, Martha's Vineyard, Massachusetts, June 13, 2003, [http://www.mvgazette.com/news/2003/06/13/homeland\\_security\\_grants.php](http://www.mvgazette.com/news/2003/06/13/homeland_security_grants.php).

<sup>108</sup> *USA Today*, Washington, D.C., July 13, 2003, [http://www.usatoday.com/news/washington/2003-07-13-antiterror-funding-usat\\_x.htm](http://www.usatoday.com/news/washington/2003-07-13-antiterror-funding-usat_x.htm).

<sup>109</sup> Richard A. Clarke, Jamie F. Metzler, and Warren B. Rudman, *Emergency Responders: Drastically Underfunded*, *Dangerously Unprepared*, Council on Foreign Relations, New York, June 29, 2003, <http://www.cfr.org/publication.php?id=6085>.

ensure that homeland security funds are “channeled to communities based on not only density of population but threat, vulnerability, and critical infrastructure, both public and private,” adding, “We are going to be working on a new funding formula, and I feel very confident that the next round of federal dollars going out to the country will include significant dollars . . . to California.”<sup>110</sup> (Despite these comments, DHS later released fiscal year 2003 funds based on the 40/60 formula.)

On June 24, 2003, Rep. Christopher Cox (Newport Beach), Chairman of the House Select Committee on Homeland Security, announced that he planned to introduce a bill to change the current formula and require threat-based funding decisions.<sup>111</sup> At a July 17 hearing of the committee, Chairman Cox commented that the method for distributing state and local homeland security grants “must be threat-based instead of political formulas,” adding, “Nearly two years after the attacks of September 11th, grants are still being distributed to states using formulas that take no account of whether the recipient is, based on our best intelligence, at risk.”<sup>112</sup>

In a letter to Congress, a bipartisan group of California state and local leaders wrote that grant funding “is skewed to states where the threat of a terrorist attack is low, and states and localities where the threat is high do not get the help they need,” and added, “The only sensible policy is for the great majority of the Homeland Security Block Grant funds to be distributed to the states and localities where the threat of terrorism is greatest.”<sup>113</sup>

A number of critics charge that processes for distributing funds to state and local recipients for many programs were devised initially—in many cases before the September 11 attacks—to provide far fewer dollars than is the case now. Chairman Cox said, “Careful scrutiny of the process suggests that it was established to handle a stream, not a flood, of new revenue.”<sup>114</sup> For example, the

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<sup>110</sup>*California Capitol Hill Bulletin*, Vol. 10, No. 11, California Institute for Federal Policy Research, Washington, D.C., April 25, 2003, <http://www.calinst.org/bulletins/b1011.htm>.

<sup>111</sup>Press release, *Cox Announces Legislation To Reform First Responder Grant Process*, House Select Committee on Homeland Security, June 24, 2003, <http://homeland.house.gov/release.cfm?id=42>.

<sup>112</sup>*First Responders: How States, Localities, and the Federal Government Are Working Together To Make America Safer*, Hearing, House Select Committee on Homeland Security, Washington, D.C., July 17, 2003, <http://hsc.house.gov/release.cfm?id=57>.

<sup>113</sup>The signatories to the letter included California Governor Gray Davis, Senate President pro tempore John Burton, Senate Minority Leader Jim Brulte, Assembly Speaker Herb J. Wesson, Jr., Assembly Minority Leader Dave Cox, California State Association of Counties President and Sonoma County Supervisor Tim Smith, and League of California Cities President and Oakland City Attorney John Russo.

<sup>114</sup>*First Responders: How States, Localities, and the Federal Government Are Working Together To Make America Safer*, Hearing, House Select Committee on Homeland Security, Washington, D.C., July 17, 2003, <http://hsc.house.gov/release.cfm?id=57>.

state domestic preparedness equipment support program provided grants of \$15.7 million in fiscal year 2001, \$526 million in 2002, and \$1.9 billion in 2003.<sup>115</sup>

As discussed above, California is the state most disadvantaged on a per capita basis by the USA Patriot Act's 40/60 formula, which gives California less than 8 percent of grants despite the fact that the state houses more than 12 percent of the nation's population. Some California advocates further note that the state's vast port complexes, major military bases, and coastal and border location might justify an even greater share of homeland security funds when compared to states located farther inland, and that the state has a number of large tourist attractions and internationally recognized icons that could warrant further enhancement in the state's security response.

### ***Issues with High-Threat Urban Area Funding***

Some observers have criticized allocations to urban areas under the Urban Area Security Initiative. One target of criticism has been the fact that DHS (for national security reasons) has elected not to disclose details of its distribution formula, and recipient jurisdictions are dissatisfied with their allocations.

In addition, some argue that these grants place excessive emphasis on the density of population as a distributional factor and that the metrics used to define density may be flawed.<sup>116</sup> The rationale for using population density is the number of lives that could be lost in the event of an act of terrorism. However, the geographic boundaries within which those lives are counted significantly influence the level of density or sparseness within the subject universe and thus affect funding outcomes. For example, in addition to housing nearly 4 million people, many in crowded neighborhoods, the city limits of Los Angeles contain numerous uninhabitable mountainous areas. The political boundaries of the County of Los Angeles contain an even larger proportion of uninhabitable land. Thus, the population density of these areas is considerably lower than the population density of such areas as San Francisco and New York, which have fewer natural obstacles.<sup>117</sup> Despite housing a population five times larger, Los

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<sup>115</sup>*Catalog of Federal Domestic Assistance*, U.S. Government Printing Office, Washington, D.C., <http://www.cfda.gov/public/viewprog.asp?progid=486>.

<sup>116</sup>The \$700 million for the UASI provided by the 2003 supplemental appropriations bill required that DHS use the funds "for discretionary grants for use in high-density urban areas, high-threat areas, and for protection of critical infrastructure." Population density as a distributional factor has been endorsed by a number of critics, such as the authors of the Council on Foreign Relations report. Richard A. Clarke, Jamie F. Metzler, and Warren B. Rudman, *Emergency Responders: Drastically Underfunded, Dangerously Unprepared*, Council on Foreign Relations, New York, June 29, 2003, <http://www.cfr.org/publication.php?id=6085>.

<sup>117</sup>In 2002, New York's 8.1 million people lived 26,655 per square mile, San Francisco's 764,000 people lived 16,381 per square mile, and Los Angeles's 3.8 million people lived 8,098 per square mile. Los Angeles County Chief Administrative Office, *FY 2003 High-Threat Urban Area Grants*, internal analysis, July 2003.

Angeles received almost the same amount (\$18.9 million) as San Francisco (\$18.6 million) in urban area discretionary formula grants.<sup>118</sup> Likewise, although it is not presently a factor in any formula, any change that incorporated state-level population density rather than state population counts might theoretically disadvantage California, which has the third largest land area among states.

The artificial political boundaries that define state and municipal jurisdictions also influence how population is counted, raising questions about the usage of either density or population itself as a formula factor. Population data typically reflect the location of an individual's residence rather than his or her place of employment; the "daytime population" of a downtown area—as well as a port, airport, shopping mall, theme park, or other point of congregation—may vastly exceed what is represented by population data alone.

Others have criticized the particular factor-weighting mix used by DHS to distribute funds. At a Congressional hearing,<sup>119</sup> Rep. Anthony D. Weiner (NY) argued that by weighting population density at 9, critical infrastructure assets at 6, and credible threats at 3, the formula undervalued intelligence regarding actual threats. Noting that New York, the Washington area, and Los Angeles International Airport have been known Al Qaeda targets, whereas population centers and infrastructure assets represent merely speculative factors, Weiner argued that credible threat information should count for more than the one-sixth of total funds intended for high-threat, high-density urban areas. He also criticized the increasing dilution of these grants, noting that DHS made seven grants from the first round of UASI funding, 30 from the second round, and 50 from the third. Doubting the appropriateness of providing high-threat urban area funding to Fresno and San Antonio, Weiner commented, "Once you add Fresno, it becomes very difficult for you next year to take Fresno off."

Some have also criticized the allocation of port security funding. California ports transshipped 42 percent of the nation's total containerized cargo in 2002, and an even greater share (48 percent) of the nation's imported containers, which pose a far more significant threat of terrorist activity than U.S. cargo destined for export.<sup>120</sup> The Ports of Los Angeles and Long Beach represent the largest and

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<sup>118</sup>Analogous to the Los Angeles experience, the 1.3 million-person population of the City of San Diego is spread over a relatively large land area (324 square miles), and the city received considerably less (\$11.4 million) than did smaller-sized San Francisco.

<sup>119</sup>*Homeland Security—The Balance Between Crisis and Consequence Management through Training and Assistance (Review of Legislative Proposals)*, Hearing, House Judiciary Subcommittee on Crime, Terrorism, and Homeland Security, November 20, 2003.

<sup>120</sup>Percentage listed are shares of the nation's 2002 cargo traffic measured in twenty-foot equivalent units or TEUs (an industry standard for cargo volume) at the 30 largest U.S. ports, which transship 99 percent of the nation's total traffic. Port Import Export Reporting Service (PIERS), *Journal of Commerce*, as cited by Bureau of Transportation Statistics, U.S. Department of Transportation, <http://www.bts.gov>.

second-largest container ports by volume, respectively, and the Port of Oakland ranks seventh. Although federal port security funding to California has been substantial—the state received 17 percent (\$28.5 million) of TSA port security grants and 12.1 percent (\$9 million) of the ODP port security grants in fiscal year 2003—neither grant share comes close to the state’s share of containerized cargo volume.

## Proposals for Change

Changing any federal funding distribution formula is a politically thorny process, but devising a single viable formulaic alternative to the 40/60 scheme may prove particularly problematic because of the wide array of concerns and factors in play. Even supporters of large states acknowledge the existence of some economies of scale in some functional areas, such as planning and training, which argues for some form of minimum guarantee, and it stands to reason that it is more costly on a per capita basis to patrol and protect a sparsely populated area than a densely populated area. On the other hand, other functions, including relatively costly areas such as equipment acquisition and critical infrastructure protection, are less subject to such economies and arguably inappropriate for minimum funding guarantees.

Many critics, both within Congress and without, argue for adding threat levels to the distributive mix. However, some question the feasibility of developing a functioning matrix that treats fairly the entire nation. Despite obstacles, members of Congress have proposed and begun to consider alternatives for modifying the existing funding structure.

### *House Bills*

Two major homeland security authorization bills were recently introduced in the House of Representatives, and initial legislative action commenced with a bipartisan blending of the two bills during a November 20, 2003, subcommittee markup session.

**Faster and Smarter Funding for First Responders Act of 2003.** At a news conference on October 9, 2003, Chairman Cox announced the introduction of H. R. 3266, the *Faster and Smarter Funding for First Responders Act of 2003*.<sup>121</sup> In addition to streamlining and expediting the process for shifting federal grant funding for the nation’s first responders (e.g., reducing the number of application steps from 12 to 2), the initial bill proposed to change the formula allocation

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<sup>121</sup>News release, *Cox Introduces Bill For Faster and Smarter Funding For First Responders*, House Select Committee on Homeland Security, October 9, 2003, <http://hsc.house.gov/release.cfm?id=94>.

process by basing grants in part on an assessment of threats faced by recipient jurisdictions and consolidating existing first responder grant programs (except for several that are specifically excluded)<sup>122</sup> into a single, uniform program under the DHS Office of State and Local Government Coordination. The legislation required that the formula for awarding money be based predominantly on the threat of terrorism to each locality, with responsibility for creating the formula given to the DHS Directorate of Information Analysis and Infrastructure Protection. The bill delineated various criteria, including threats to population, economic interests, critical infrastructure (energy, communications, or governmental), food or water supply safety, and national icons.<sup>123</sup> DHS was further directed to prioritize the threats on the basis of first specificity and immediacy and second risk of human life, disruption of food and water supply, and economic effect, with the distributional scheme updated annually. Funding, which requires a 25 percent state or local match<sup>124</sup> and an 80 percent pass-through to local governments, could be used only for buying or upgrading equipment, emergency response exercises, equipment training, and attack prevention training; use for construction activities would be expressly prohibited. The bill permitted multiple jurisdictions to join together to apply for and administer a regional grant.

At the event announcing his bill's introduction, Cox said, "Terrorists have no regard for state lines. The post 9-11 reality requires us to think beyond traditional boundaries because we can be certain that if we don't, terrorists will." At a hearing held on October 16 to examine the bill, Cox commented that the country's artificial political boundaries do not necessarily reflect terrorist threat

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<sup>122</sup>Exempted programs include the Fire Grant Program, EMPG Program, Urban Search and Rescue Grants Program, DOJ Local Law Enforcement Block Grant Program, Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program, Public Safety Partnership and COPS Program, bioterrorism preparedness-related grant programs under the Public Health Service Act, and the emergency response assistance program.

<sup>123</sup>As introduced, the Cox bill required that the DHS risk analysis consider specific threats as well as various potential threats, including the following: "(A) Threats to the population of the State or region, including military and tourist populations. (B) Threats to specific economic sectors or private sector facilities. (C) Threats to major communications nodes, including cyber and telephonic nodes. (D) Threats to specific elements of the Nation's food supply. (E) Threats to the water supply. (F) Threats to the energy supply, including to electrical, petroleum, and nuclear sources. (G) Threats to civic infrastructure and emergency response capabilities, including threats that would – (i) substantially eliminate the government of the State or region; (ii) materially degrade the ability of first responders serving the State or region to communicate or to provide assistance during and in the aftermath of an act of terrorism, including a chemical, biological, radiological, or nuclear attack; and (iii) curtail the availability or effectiveness of emergency medical services, including hospital-based services, needed to serve the population of the State or region during such a terrorist-induced mass-medical emergency. (H) Threats to specific national monuments or structures of symbolic national importance, particularly those that routinely attract large numbers of tourist visitors. (I) Threats to significant concentrations of natural resources on which major economic sectors or population centers depend. (J) Threats to major transportation systems or nodes." H. R. 3266, 108th Congress, 1st Session, October 8, 2003.

<sup>124</sup>The matching requirement was postponed until two years after the bill's enactment.

levels.<sup>125</sup> Under his bill, he said, Los Angeles and Orange Counties could continue to build their existing partnership and apply for one regional grant instead of multiple grants, thereby ameliorating inefficiencies in the current grant-making process. Rather than the current “political formula” that sometimes sends grants to jurisdictions that in some cases don't know what to do with them, Chairman Cox commented that the nation instead needs “a threat-based formula that eliminates this waste and the potential for abuse.” At an October 21 hearing of the full House Select Committee on Homeland Security,<sup>126</sup> Chairman Cox said, “Our country needs a new formula for distributing funds based on rigorous authoritative risk assessments that match threat with vulnerability—the core mission of the Department of Homeland Security.”

**Preparing America to Respond Effectively Act of 2003—The PREPARE Act.** Led by Ranking Minority Member Rep. Jim Turner (TX), Democrats on the Homeland Security Committee and a number of colleagues introduced H. R. 3158 (the *Preparing America to Respond Effectively Act of 2003*, dubbed the PREPARE Act) to accomplish many of the same goals as the Cox bill. The bill sought to alter the grant formula as well, but it placed more emphasis on a prioritized assessment of first responder funding needs than on threat levels. The PREPARE Act designed a 27-member task force,<sup>127</sup> appointed by the Secretary of Homeland Security, to identify the essential capabilities for which every state and local government should have access to prevent, prepare for, and respond to acts of terrorism. (The bill suggested factors the task force might include when examining threat vulnerability,<sup>128</sup> but final determination of need and capability standards was left to the task force.) The bill required that state and local governments compare their individual capabilities against the task force’s guidelines and submit to DHS a funding request that the state prioritized. DHS would then prepare an extensive, prioritized list of the disaster and emergency preparedness and response needs of the nation’s state and local governments, as

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<sup>125</sup>Hearing, House Select Committee on Homeland Security, Subcommittee on Emergency Preparedness and Response, October 16, 2003.

<sup>126</sup>*Full Committee Hearing on H. R. 3266: Faster and Smarter Funding for First Responders*, Hearing, House Select Committee on Homeland Security, October, 21, 2003.

<sup>127</sup>The task force would include three DHS officials (in an ex-officio capacity), two state-level elected officials, two local-level elected officials, five members representing specified agencies or organizations, and 15 members representing specified functional sectors, including fire protection (2), law enforcement (2), emergency medical services (2), public health (2), emergency management (2), public works (2), hospitals and other medical services (2), and hazardous materials response (1).

<sup>128</sup>Suggested vulnerability factors include proximity to critical infrastructure and international borders, the presence of national icons or national assets that may be terrorist targets, population (including tourist, military, and commuting population), and population density.



well as an assessment of which jurisdictions have and have not yet met their individual, jurisdictionally specific needs. Using its prioritization, DHS would then submit to Congress an allocation scheme—with percentage shares for each state—for distributing funds in fiscal years 2006 through 2011.<sup>129</sup>

**Congressional Review of House Proposals.** At the October 16 hearing, Emergency Preparedness and Response Subcommittee Ranking Democrat Bennie Thompson (MS) advocated the Democrats’ bill, arguing against basing funds on “ever-changing threat assessments.” Rep. Ben Cardin (MD) suggested that a funding formula should be sensitive to risk but also should provide predictable funding. At the October 21 hearing, Rep. Turner commented that, “expanded capabilities must be determined in a bottom-up process involving local responders and must be based on the understanding of the likely threats and vulnerabilities that exist in our communities. To base preparedness funding exclusively on a snapshot of the threat faced by a community or region applying for the grant, as proposed by the majority, ignores the reality that threat information is often vague, inconsistent and ever-changing.”

During the October 16 hearing, Chairman Cox assured Democrats that the committee would work together in a bipartisan fashion to develop a consensus bill, and he noted that there are many complementary portions of the two bills. A number of subcommittee hearing participants echoed Cox’s comments regarding the complementary nature of the bills. PREPARE Act author Turner commented that the bills “have parallel goals,” and Rep. William Pascrell (NJ) said, “I see no contradictions between these two pieces of legislation.”

In addition to the two primary bills, Rep. John Sweeney (NY) introduced a one-page bill with the sole purpose of amending the USA Patriot Act to reduce the small-state minimum from 0.75 percent to 0.5 percent. The Sweeney bill would also add a sentence to the act to require that grants be awarded “based on a quantitative assessment of risk for three categories: threat, vulnerability, and consequences.”<sup>130</sup>

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<sup>129</sup>Like the Cox bill, the PREPARE Act would require a minimum 25 percent state and local match (which could be reduced to 10 percent at the discretion of DHS) and would exclude a number of programs, including the Assistance to Firefighters Grants program, EMPG, the COPS grant program, Local Law Enforcement Block Grant program, and the Byrne Formula Grant Program. It would also authorize new grants for state and local governments, including one to compensate for additional personnel costs incurred as a result of elevated threat-level designations, and another to provide equipment and facilities necessary to receive, transmit, handle, and store classified information. An additional grant would authorize DHS and the Department of Education to make grants to develop and implement programs at public elementary schools and secondary schools to instruct students regarding age-appropriate skills that may be used to prepare for and respond to a man-made emergency or a natural disaster.

<sup>130</sup>H. R. 2512, the *First Responders Funding Reform Act of 2003*, 108th Congress, First Session, June 18, 2003, referred to the House Judiciary Committee.

**Compromise Bill Approved by Homeland Security Subcommittee.** On November 20, 2003, Chairman Cox and Ranking Democrat Turner made good on vows to collaborate toward common solutions, unveiling a compromise bill that merged the elements of H. R. 3266 and H. R. 3158.<sup>131</sup> At a markup session of the Homeland Security Subcommittee on Emergency Preparedness and Response, Chairman John Shadegg (AZ) proposed the compromise version as an amendment in the nature of the substitute to H. R. 3266, which the members approved by voice vote without dissent. Applauding “the bipartisan spirit and the teamwork of this committee,” Cox called the markup a defining moment for the panel.<sup>132</sup>

Under the compromise bill, no geographic area would receive specific funding guarantees, DHS would allocate funding pursuant to its comprehensive assessment of the threats facing the nation, and states and regions would apply to DHS for funding based on the extent of state, regional, and local preparedness needs. The compromise bill expressly does not affect Assistance to Firefighters Grants, Emergency Management Performance Grants, Urban Search and Rescue Grants, Local Law Enforcement Block Grants, COPS grants, Byrne grants, or HHS bioterrorism preparedness grants.

Incorporating language from the PREPARE Act, the bill requires that DHS establish and regularly update a specific, flexible, and measurable list of “essential capabilities” for state and local government emergency preparedness and response that considers variables of “threat, vulnerability, and consequences with respect to the Nation’s population (including transient commuting and tourist populations) and critical infrastructure.”<sup>133</sup> The bill would require that state and regional<sup>134</sup> grant applications be based on building essential capabilities, and DHS would prioritize funding applications on the basis of the extent to which they build essential capabilities. It requires that a 25-member “Task Force on Essential Capabilities for First Responders” assist DHS in developing assessment standards,

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<sup>131</sup>In addition, the compromise bill incorporates allocation criteria language (although not the 0.5 percent small-state minimum proposal) from H. R. 2512.

<sup>132</sup>See press release, *Committee Votes Unanimously In Favor Of First Responder Legislation*, House Select Committee on Homeland Security, November 21, 2003, <http://hsc.house.gov/release.cfm?id=114>.

<sup>133</sup>The bill specifies that a DHS assessment of critical infrastructure should examine the protection of agriculture, banking and finance, chemical industries, the defense industrial base, emergency services, energy, food, government, postal and shipping, public health, information and telecommunications networks, transportation, and water. It lists specific threat areas listed in prior bills and adds cyber threats to the list. H. R. 3266, *Faster and Smarter Funding for First Responders*, House Select Committee on Homeland Security, as amended by the Subcommittee on Emergency Preparedness and Response, November 20, 2003.

<sup>134</sup>The bill defines eligible regions as those encompassing an area of not less than 20,000 square miles, or housing a population of at least 1.65 million, or others approved by DHS and the appropriate state or states and incorporated jurisdictions.

prioritization, and implementation methodology.<sup>135</sup> States then would be required to submit to DHS a three-year plan detailing the extent to which state and local first responders have and have not achieved the essential capabilities applicable to the state and prioritizing outstanding needs. DHS would evaluate and annually prioritize grant applications on the basis of the degree to which they would, “by improving applicants’ essential capabilities, advance the Nation’s achievement of the essential capabilities.”<sup>136</sup> The bill includes the 80 percent state pass-through requirements contained in predecessor bills, and it requires 25 percent cost-sharing by recipients beginning two years after enactment, with in-kind contributions allowable to satisfy the match.<sup>137</sup> The bill would also move ODP from the Directorate of Border and Transportation Security to the Directorate for Emergency Preparedness, which now houses FEMA.

The full Select Committee on Homeland Security is expected to consider H. R. 3266 after Congress reconvenes for the 108th Congress’s second session in early 2004.

### ***Senate Bills***

On the other side of the Capitol, there has been limited action on relevant Senate bills. On Tuesday, June 17, 2003, the Senate Committee on Government Affairs unanimously approved S. 1245, which would coordinate federal homeland security grants but which also would retain and codify the 40/60 allocation formula. The bill, authored by Government Affairs Committee Chair Susan Collins (ME) and entitled the *Homeland Security Grant Enhancement Act of 2003*, would designate criteria for DHS to use to allocate formula funds that remain after the small-state minimum is applied—population, threat, and border and coastline locations.<sup>138</sup> The Collins bill would specify that 10 percent of grants be used for discretionary grants to local governments in high-threat areas (a smaller percentage than was

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<sup>135</sup>The compromise bill differs from the PREPARE Act in that it does not delineate specific fields which a specific number of task force members must represent, allowing DHS greater flexibility in determining membership within set guidelines. See H. R. 3266.

<sup>136</sup>See H. R. 3266.

<sup>137</sup>In-kind contributions may include personnel overtime, contractor services, administrative costs, equipment fuel and maintenance, and rental space. See H. R. 3266.

<sup>138</sup>The bill would require that every state receive an equal share of the first 39 percent of funds (0.75 percent each), with the four territories receiving 0.25 percent each. The remaining 60 percent would then be allocated according to “(A) population, including tourist and military populations, and population density; (B) threat, risk, and vulnerability of critical infrastructure or key national assets, or other factors identified in a State homeland security plan; (C) an international border with Canada or Mexico, or coastline bordering international waters of Canada, Mexico, the Atlantic Ocean or the Pacific Ocean; or (D) other factors specified in writing by the Secretary [of Homeland Security].” S. 1245, *The Homeland Security Grant Enhancement Act of 2003*, 108th Congress, 1st Session, June 12, 2003, as reported by the Senate Committee on Government Affairs.

appropriated and allocated for the Urban Area Security Initiative in fiscal year 2003), and it would more explicitly direct DHS allocation of those discretionary funds by specifying criteria similar to those for formula grant awards.<sup>139</sup> The bill would also require that states forward at least 80 percent of funding to first responders, and that the state or local government (except those in economically distressed areas) provide at least a 25 percent match (effective two years after enactment), and prohibit federal funds from supplanting existing state and local expenditures.

On July 30, 2003, the Senate Committee on Environment and Public Works approved S. 930, entitled the *Emergency Preparedness and Response Act of 2003* and introduced by Committee Chairman James Inhofe (OK). It would authorize \$3.3 billion for first responder grants for fiscal year 2004 and \$3.5 billion for the ensuing three fiscal years. Like the Collins bill, it would largely codify the 40/60 formula, and it would base grants after the minimum amount on population, critical infrastructure, public buildings, and national icons in determining a state or local area's funding allocation. (Rather than set a minimum share of 0.75 percent, the Inhofe bill would accomplish a similar result by providing each state a set minimum of \$15 million. In fiscal year 2003, each state effectively received \$15.5 million as a base allocation from ODP programs using the 40/60 formula.) The Inhofe bill would also provide funding for urban search and rescue task forces.

As this report went to print, none of these authorizing bills in either the House or Senate had been scheduled for floor action.

## Conclusion

To date, most federal funding to help states and localities counter terrorism has been distributed without regard to threat levels or other similar metrics. In fact, funds are not even distributed on the basis of population. Instead, DHS and HHS have allocated funds on a modified population basis that vastly favors smaller and more rural states over larger and more urbanized states.

The formula that distributes most homeland security funds to state and local governments delivers more than \$6 per resident to five small states for every \$1 per resident it provides to California. Grants from ODP, as well as two FEMA grants, are allocated according to a 40/60 formula that previously had been used to distribute only a few million dollars—in 2003, that same formula allocated \$2.25 billion. Despite housing more than 12 percent of the nation's population,

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<sup>139</sup>The Collins bill would require that every locality meeting any one of the preceding criteria receive an award.

California receives less than 8 percent of the grants distributed according to this formula.

As a result, some portions of the nation with little likelihood of becoming terror targets are flush with federal revenue, whereas other areas—many of which have a known history of terror threats or house an array of seemingly attractive targets—must find security funding on their own or go without.

The Secretary of DHS commented that the 40/60 formula should be changed to reflect threat levels and concentrate funding in areas most likely to be subject to a terrorist attack. Ultimately, the formula grants were allocated using the existing formula. To a large extent, the department's hands were tied by Congress, which created the 40/60 allocation scheme by inserting a last-minute amendment into the USA Patriot Act. In distributing funds to states, however, DHS went still further beyond that law's directives, granting extra funds to small states that already received a disproportionate windfall.

An additional \$1.4 billion in bioterrorism preparedness grants from HHS yielded fiscal results that were somewhat less stark, owing to the smaller size of the minimum amount guaranteed to each recipient, but that were nevertheless similar in their favoritism toward small states.

DHS did allocate some of the high-threat urban area funds using an unpublished formula that took into account threat levels. California received a larger share of grants intended to aid high-threat urban areas with high population density levels, but the total funds for these grants was small relative to the amount distributed by formula.

Discretionary spending for other DHS homeland security activities compensated somewhat for the formula funding shortfall. A single airport security funding agreement, reached in 2003 but to be allocated over several future fiscal years, will provide California more funding than did the entire 2003 formula allotment.

Critics decry the existing grant funding scheme for distributing most homeland security grant dollars with no regard for threat or vulnerability, and for employing an allocation formula that arbitrarily favors one group of artificial political jurisdictions over another. However, calls for a funding stream linked to known or likely threats and critical infrastructure vulnerabilities draws attention to the challenging task of devising an appropriate, comprehensive formula, as well as to the thorny issue of who—Congress, the administration, or state and local first responder representatives—should draft an allocation method.

Pending legislative proposals may eventually result in formula changes. Two competing House bills were merged into a single compromise measure employing a threat-based formula, although it exempts various existing grant

programs and entrusts final formula design to other decisionmakers. As is often the case, legislative proposals in the Senate are less likely to repair discrepancies that favor small states.

Divining a politically acceptable and functionally successful formula is always a major challenge. Although the nature and scope of change is uncertain at this time, California would likely benefit financially from almost any significant alteration in the existing distribution formulas.

# Appendix A

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## Methodology

Some funds attributed to one fiscal year may be spent in other fiscal years. For example, federal funds to Los Angeles International Airport to help defray the cost of integrating federally purchased explosive detection systems were announced in fiscal year 2003 but will be distributed between fiscal years 2004 and 2007.

To determine per capita allocations, this report used 2002 population figures. An exception was that 2000 decennial Census population totals were deemed unchanged for four territories, as no intercensal estimates have been published.

Some discretionary grants listed for Washington D.C. were intended for the Washington metropolitan area, which includes portions of Maryland and Virginia. This report applied the totals only to the District of Columbia.

DHS awarded a port security grant to New York/New Jersey; this report applies all of these funds to the state of New York. Similarly, a transit grant of \$877,356 to the Port Authority of New York and New Jersey is also applied to New York.

Puerto Rico and the District of Columbia are treated as states.

The four U.S. territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) are allocated 1 percent of funding from the USA Patriot Act's 40/60 formula. The two bioterrorism response grant programs funded via HHS provide funding to seven territories and outlying areas: the four territories listed above, as well as the Marshall Islands, the Federated States of Micronesia, and Palau.





# Appendix B

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**Homeland Security: State and Local First Responder  
Grant Funding Distributed by the Office of Domestic  
Preparedness, Fiscal Year 2003**

**Table B.1**  
**Homeland Security Formula Grants: Allocation of \$566 Million First Responder Grants from 2003 Omnibus Appropriations Bill**  
**(announced by DHS on March 7, 2003)**

	Calculated Reproduction of DHS Release, Using Model Based on 0.75% Initial Allocation per State, Followed by 2002 Population		Estimate of How Omnibus Funds Would Have Been Allocated, Using Traditional 0.75% as a Small-State Minimum Only	
	\$	%	\$ per Capita	%
United States	566,295,000	100.00	1.94	100.00
Alabama	9,456,787	1.67	2.11	1.42
Alaska	4,994,754	0.88	7.76	0.75
Arizona	10,583,052	1.87	1.94	1.72
Arkansas	7,394,060	1.31	2.73	0.86
California	45,022,706	7.95	1.28	11.09
Colorado	9,480,049	1.67	2.10	1.79
Connecticut	8,265,426	1.46	2.39	1.79
Delaware	5,184,719	0.92	6.42	0.75
District of Columbia	4,910,119	0.87	8.60	0.75
Florida	23,653,929	4.18	1.42	5.28
Georgia	14,187,141	2.51	1.66	2.70
Hawaii	5,692,744	1.01	4.57	0.75
Idaho	5,804,486	1.02	4.33	0.75
Illinois	18,878,606	3.33	1.50	3.98
Indiana	11,398,904	2.01	1.85	1.95
Iowa	7,657,274	1.35	2.61	0.93
Kansas	7,400,801	1.31	2.73	0.86
Kentucky	8,999,733	1.59	2.20	1.29
Louisiana	9,452,302	1.67	2.11	1.42
Maine	5,750,298	1.02	4.44	0.75
Maryland	10,585,008	1.87	1.94	1.72
Massachusetts	11,710,947	2.07	1.82	2.03
Michigan	15,917,434	2.81	1.58	3.17
Minnesota	10,075,934	1.78	2.01	1.59
Mississippi	7,581,824	1.34	2.64	0.91
Missouri	10,834,010	1.91	1.91	1.79
Montana	5,303,237	0.94	5.83	0.75
Nebraska	6,255,075	1.10	3.62	0.75
Nevada	6,770,993	1.20	3.12	0.75
New Hampshire	5,727,762	1.01	4.49	0.75
	566,295,000			
	8,025,167			1.94
	4,247,213			1.79
	9,760,140			6.60
	4,847,609			1.79
	62,813,225			1.79
	8,061,003			1.79
	6,189,918			1.79
	4,247,213			5.26
	4,247,213			7.44
	29,895,370			1.79
	15,312,113			1.79
	4,247,213			3.41
	4,247,213			3.17
	22,539,151			1.79
	11,016,931			1.79
	5,253,081			1.79
	4,857,993			1.79
	7,321,091			1.79
	8,018,259			1.79
	4,247,213			3.28
	9,763,153			1.79
	11,497,623			1.79
	17,977,570			1.79
	8,978,941			1.79
	5,136,853			1.79
	10,146,732			1.79
	4,247,213			4.67
	4,247,213			2.46
	4,247,213			1.95
	4,247,213			3.33

Table B.1 (continued)

	Calculated Reproduction of DHS Release, Using Model Based on 0.75% Initial Allocation per State, Followed by 2002 Population			Estimate of How Omnibus Funds Would Have Been Allocated, Using Traditional 0.75% as a Small-State Minimum Only		
	\$	%	\$ per Capita	\$	%	\$ per Capita
New Jersey	14,221,965	2.51	1.66	15,365,758	2.71	1.79
New Mexico	6,401,241	1.13	3.45	4,247,213	0.75	2.29
New York	26,492,260	4.68	1.38	34,267,720	6.05	1.79
North Carolina	13,908,271	2.46	1.67	14,882,524	2.63	1.79
North Dakota	4,983,519	0.88	7.86	4,247,213	0.75	6.70
Ohio	17,509,183	3.09	1.53	20,429,603	3.61	1.79
Oklahoma	8,303,989	1.47	2.38	6,249,323	1.10	1.79
Oregon	8,336,271	1.47	2.37	6,299,052	1.11	1.79
Pennsylvania	18,570,283	3.28	1.51	22,064,191	3.90	1.79
Puerto Rico	8,727,921	1.54	2.26	6,902,376	1.22	1.79
Rhode Island	5,489,339	0.97	5.13	4,247,213	0.75	3.97
South Carolina	9,016,328	1.59	2.20	7,346,656	1.30	1.79
South Dakota	5,130,932	0.91	6.74	4,247,213	0.75	5.58
Tennessee	10,978,819	1.94	1.89	10,369,805	1.83	1.79
Texas	29,537,253	5.22	1.36	38,958,425	6.88	1.79
Utah	6,936,767	1.22	2.99	4,247,213	0.75	1.83
Vermont	4,963,177	0.88	8.05	4,247,213	0.75	6.89
Virginia	12,716,215	2.25	1.74	13,046,203	2.30	1.79
Washington	11,294,316	1.99	1.86	10,855,817	1.92	1.79
West Virginia	6,339,484	1.12	3.52	4,247,213	0.75	2.36
Wisconsin	10,565,337	1.87	1.94	9,732,850	1.72	1.79
Wyoming	4,826,289	0.85	9.68	4,247,213	0.75	8.52
American Samoa	1,482,262	0.26	25.87	1,415,738	0.25	24.71
Guam	1,595,492	0.28	10.31	1,415,738	0.25	9.15
No. Mariana Islands	1,496,114	0.26	21.61	1,415,738	0.25	20.45
U.S. Virgin Islands	1,541,854	0.27	14.20	1,415,738	0.25	13.03

SOURCES: [http://www.dhs.gov/internetweb/assetlibrary/ODP\\_State\\_Homeland\\_Security\\_Grant\\_Program.pdf](http://www.dhs.gov/internetweb/assetlibrary/ODP_State_Homeland_Security_Grant_Program.pdf) . U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002. Allocation formula from Sec. 1014 of the USA Patriot Act of 2001, Public Law 107-56, October 26, 2001.

NOTES: Puerto Rico and the District of Columbia are treated as states and are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) allocated 1 percent of funding. To return rounded funding totals to the starting total, DHS added \$500 each to Nebraska and Iowa. Other states rounded to 1000s. Intercensal estimates of territory population unavailable; 2000 population deemed unchanged for four territories.

**Table B.2**  
**Homeland Security Formula Grants: Allocation of \$1.3 Billion First Responder Grants from 2003 Supplemental Appropriations Bill**

	Supplemental Share with DHS Repeating Same Formula Used for Omnibus Funds (0.75% per State, Then Population)		Supplemental Share with DHS Allocating Only the Supplemental Money via Standard Small-State Minimum		Supplemental Share with DHS Using Supplement to Reallocate Funds So Entire \$1.8 Billion Was Based on Standard Small-State Minimum	
	\$	\$ per Capita	\$	\$ per Capita	\$	\$ per Capita
United States	1,300,000,000	4.44	1,300,000,000	4.44	1,300,000,000	4.44
Alabama	21,709,007	4.84	18,422,761	4.11	16,990,928	3.79
Alaska	11,465,828	17.81	9,750,000	15.14	9,002,213	13.98
Arizona	24,293,754	4.45	22,405,606	4.11	21,581,746	3.96
Arkansas	16,974,037	6.26	11,128,285	4.11	8,581,894	3.17
California	103,354,880	2.94	144,195,504	4.11	161,985,729	4.61
Colorado	21,762,672	4.83	18,505,026	4.11	17,086,028	3.79
Connecticut	18,974,731	5.48	14,209,719	4.11	12,134,637	3.51
Delaware	11,901,882	14.74	9,750,000	12.08	8,812,213	10.91
District of Columbia	11,271,903	19.74	9,750,000	17.08	9,087,213	15.92
Florida	54,300,440	3.25	68,628,508	4.11	74,869,877	4.48
Georgia	32,567,474	3.80	35,150,844	4.11	36,274,958	4.24
Hawaii	13,068,140	10.50	9,750,000	7.83	8,304,213	6.67
Idaho	13,326,400	9.94	9,750,000	7.27	8,194,213	6.11
Illinois	43,337,775	3.44	51,741,401	4.11	55,401,552	4.40
Indiana	26,167,494	4.25	25,290,724	4.11	24,908,656	4.04
Iowa	17,578,991	5.99	12,059,095	4.11	9,655,676	3.29
Kansas	16,989,252	6.26	11,152,121	4.11	8,609,114	3.17
Kentucky	20,658,728	5.05	16,806,468	4.11	15,126,559	3.70
Louisiana	21,700,228	4.84	18,406,903	4.11	16,974,162	3.79
Maine	13,199,817	10.20	9,750,000	7.53	8,246,213	6.37
Maryland	24,299,199	4.45	22,412,521	4.11	21,590,673	3.96
Massachusetts	26,883,871	4.18	26,394,212	4.11	26,180,835	4.07
Michigan	36,539,868	3.64	41,269,728	4.11	43,329,297	4.31
Minnesota	23,130,482	4.61	20,612,267	4.11	19,515,209	3.89
Mississippi	17,404,836	6.06	11,792,279	4.11	9,347,132	3.25
Missouri	24,870,817	4.38	23,293,075	4.11	22,605,807	3.99
Montana	12,174,472	13.39	9,750,000	10.72	8,694,213	9.56
Nebraska	14,359,871	8.30	9,750,000	5.64	7,742,713	4.48
Nevada	15,543,643	7.15	9,750,000	4.49	7,226,213	3.32
New Hampshire	13,149,547	10.31	9,750,000	7.65	8,270,213	6.49

Table B.2 (continued)

	Supplemental Share with DHS Repeating Same Formula Used for Omnibus Funds (0.75% per State, Then Population)		Supplemental Share with DHS Allocating Only the Supplemental Money via Standard Small-State Minimum		Supplemental Share with DHS Using Supplement to Reallocate Funds So Entire \$1.8 Billion Was Based on Standard Small-State Minimum	
	\$	\$ per Capita	\$	\$ per Capita	\$	\$ per Capita
New Jersey	32,648,238	3.80	35,273,991	4.11	36,417,749	4.24
New Mexico	14,695,080	7.92	9,750,000	5.26	7,596,213	4.09
New York	60,816,510	3.17	78,665,776	4.11	86,441,495	4.51
North Carolina	31,928,423	3.84	34,164,669	4.11	35,139,193	4.22
North Dakota	11,440,800	18.04	9,750,000	15.38	9,014,213	14.22
Ohio	40,193,672	3.52	46,898,673	4.11	49,818,276	4.36
Oklahoma	19,062,821	5.46	14,346,092	4.11	12,291,416	3.52
Oregon	19,137,209	5.43	14,460,250	4.11	12,423,302	3.53
Pennsylvania	42,630,658	3.46	50,651,070	4.11	54,145,261	4.39
Puerto Rico	20,036,941	5.19	15,845,254	4.11	14,020,630	3.63
Rhode Island	12,601,794	11.78	9,750,000	9.11	8,508,213	7.95
South Carolina	20,697,420	5.04	16,865,154	4.11	15,194,810	3.70
South Dakota	11,778,619	15.48	9,750,000	12.81	8,866,213	11.65
Tennessee	25,204,052	4.35	23,805,166	4.11	23,196,972	4.00
Texas	67,805,659	3.11	89,433,868	4.11	98,854,292	4.54
Utah	15,923,971	6.87	9,750,000	4.21	7,060,213	3.05
Vermont	11,393,763	18.48	9,750,000	15.81	9,034,213	14.65
Virginia	29,191,855	4.00	29,949,168	4.11	30,279,371	4.15
Washington	25,927,810	4.27	24,920,866	4.11	24,482,682	4.03
West Virginia	14,552,550	8.08	9,750,000	5.41	7,657,213	4.25
Wisconsin	24,254,370	4.46	22,342,957	4.11	21,510,806	3.95
Wyoming	11,078,630	22.21	9,750,000	19.55	9,170,213	18.39
American Samoa	3,402,976	59.40	3,250,000	56.73	3,183,738	55.57
Guam	3,662,139	23.66	3,250,000	20.99	3,069,738	19.83
No. Mariana Islands	3,434,630	49.62	3,250,000	46.95	3,169,738	45.79
U.S. Virgin Islands	3,539,370	32.59	3,250,000	29.92	3,123,738	28.76

SOURCES: [http://www.dhs.gov/interweb/assetlibrary/ODP\\_State\\_Homeland\\_Security\\_Grant\\_Program.pdf](http://www.dhs.gov/interweb/assetlibrary/ODP_State_Homeland_Security_Grant_Program.pdf). U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002.

NOTES: Puerto Rico and the District of Columbia are treated as states and are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) allocated 1 percent of funding. To return rounded funding totals to the starting total, DHS added \$500 each to Nebraska and Iowa. Other states rounded to 1000s. Intercensal estimates of territory population unavailable; 2000 population deemed unchanged for four territories.

Table B.3

**Homeland Security Formula Grants: Combined Allocation of \$1.866 Billion First Responder Grants for 2003, from 2003 Omnibus and Supplemental Appropriations Bills (\$566 million omnibus, plus \$1.3 billion supplemental)**

	Share with DHS Allocating All Funds Based on Omnibus Allocation (0.75% per State, Then Population) for Both Supplemental and Omnibus		Share with DHS Allocating Supplemental Based on Population with 0.75% Small-State Minimum, But with Omnibus Allocation Unchanged		Share with DHS Allocating All Funds with 0.75% Small-State Minimum	
	\$	\$ per Capita	\$	\$ per Capita	\$	\$ per Capita
United States	1,866,295,000	6.38	1,866,295,000	6.38	1,866,295,000	6.38
Alabama	31,166,007	6.95	27,879,761	6.21	26,447,928	5.89
Alaska	16,460,828	25.57	14,745,000	22.90	13,997,213	21.74
Arizona	34,877,754	6.39	32,989,606	6.05	32,165,746	5.89
Arkansas	24,368,037	8.99	18,522,285	6.83	15,975,894	5.89
California	148,377,880	4.23	189,218,504	5.39	207,008,729	5.89
Colorado	31,242,672	6.93	27,985,026	6.21	26,566,028	5.89
Connecticut	27,239,731	7.87	22,474,719	6.49	20,399,637	5.89
Delaware	17,086,882	21.16	14,935,000	18.50	13,997,213	17.34
District of Columbia	16,181,903	28.34	14,660,000	25.68	13,997,213	24.52
Florida	77,954,440	4.66	92,282,508	5.52	98,523,877	5.89
Georgia	46,755,474	5.46	49,338,844	5.76	50,462,958	5.89
Hawaii	18,761,140	15.07	15,443,000	12.41	13,997,213	11.24
Idaho	19,129,400	14.26	15,553,000	11.60	13,997,213	10.44
Illinois	62,216,775	4.94	70,620,401	5.60	74,280,552	5.89
Indiana	37,566,494	6.10	36,689,724	5.96	36,307,656	5.89
Iowa	25,235,491	8.59	19,715,595	6.71	17,312,176	5.89
Kansas	24,390,252	8.98	18,553,121	6.83	16,010,114	5.89
Kentucky	29,659,728	7.25	25,807,468	6.31	24,127,559	5.89
Louisiana	31,151,228	6.95	27,857,903	6.21	26,425,162	5.89
Maine	18,950,817	14.64	15,501,000	11.97	13,997,213	10.81
Maryland	34,884,199	6.39	32,997,521	6.05	32,175,673	5.89
Massachusetts	38,594,871	6.00	38,105,212	5.93	37,891,835	5.89
Michigan	52,457,868	5.22	57,187,728	5.69	59,247,297	5.89
Minnesota	33,206,482	6.62	30,688,267	6.11	29,591,209	5.89
Mississippi	24,986,836	8.70	19,374,279	6.75	16,929,132	5.89
Missouri	35,704,817	6.29	34,127,075	6.02	33,439,807	5.89
Montana	17,477,472	19.22	15,053,000	16.55	13,997,213	15.39
Nebraska	20,614,371	11.92	16,004,500	9.26	13,997,213	8.09
Nevada	22,314,643	10.27	16,521,000	7.60	13,997,213	6.44
New Hampshire	18,876,547	14.80	15,477,000	12.14	13,997,213	10.98

Table B.3 (continued)

	Share with DHS Allocating All Funds Based on Omnibus Allocation (0.75% per State, Then Population) for Both Supplemental and Omnibus	\$	\$ per Capita	Share with DHS Allocating Supplemental Based on Population with 0.75% Small-State Minimum, But with Omnibus Allocation Unchanged	\$	\$ per Capita	Share with DHS Allocating All Funds with 0.75% Small-State Minimum	\$	\$ per Capita
New Jersey	46,870,238	5.46	49,495,991	5.76	50,639,749	5.89			
New Mexico	21,096,080	11.37	16,151,000	8.71	13,997,213	7.55			
New York	87,308,510	4.56	105,157,776	5.49	112,933,495	5.89			
North Carolina	45,836,423	5.51	48,072,669	5.78	49,047,193	5.89			
North Dakota	16,423,800	25.90	14,733,000	23.23	13,997,213	22.07			
Ohio	57,703,672	5.05	64,408,673	5.64	67,328,276	5.89			
Oklahoma	27,366,821	7.83	22,650,092	6.48	20,595,416	5.89			
Oregon	27,473,209	7.80	22,796,250	6.47	20,759,302	5.89			
Pennsylvania	61,200,658	4.96	69,221,070	5.61	72,715,261	5.89			
Puerto Rico	28,763,941	7.45	24,572,254	6.37	22,747,630	5.89			
Rhode Island	18,090,794	16.91	15,239,000	14.25	13,997,213	13.08			
South Carolina	29,714,420	7.23	25,882,154	6.30	24,211,810	5.89			
South Dakota	16,909,619	22.22	14,881,000	19.55	13,997,213	18.39			
Tennessee	36,182,052	6.24	34,783,166	6.00	34,174,972	5.89			
Texas	97,343,659	4.47	118,971,868	5.46	128,392,292	5.89			
Utah	22,860,971	9.87	16,687,000	7.20	13,997,213	6.04			
Vermont	16,356,763	26.53	14,713,000	23.86	13,997,213	22.70			
Virginia	41,907,855	5.75	42,665,168	5.85	42,995,371	5.89			
Washington	37,221,810	6.13	36,214,866	5.97	35,776,682	5.89			
West Virginia	20,892,550	11.59	16,090,000	8.93	13,997,213	7.77			
Wisconsin	34,819,370	6.40	32,907,957	6.05	32,075,806	5.89			
Wyoming	15,905,630	31.89	14,577,000	29.23	13,997,213	28.07			
American Samoa	4,884,976	85.27	4,732,000	82.60	4,665,738	81.44			
Guam	5,258,139	33.97	4,846,000	31.30	4,665,738	30.14			
No. Mariana Islands	4,930,630	71.23	4,746,000	68.56	4,665,738	67.40			
U.S. Virgin Islands	5,081,370	46.78	4,792,000	44.12	4,665,738	42.96			

SOURCES: [http://www.dhs.gov/interweb/assetlibrary/ODP\\_State\\_Homeland\\_Security\\_Grant\\_Program.pdf](http://www.dhs.gov/interweb/assetlibrary/ODP_State_Homeland_Security_Grant_Program.pdf) . U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002. Allocation formula from Sec. 1014 of the USA Patriot Act of 2001, Public Law 107-56 , October 26, 2001.

NOTES: Puerto Rico and the District of Columbia are treated as states and are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) allocated 1 percent of funding. To return rounded funding totals to the starting total, DHS added \$500 each to Nebraska and Iowa. Other states rounded to 1000s. Intercensal estimates of territory population unavailable; 2000 population deemed unchanged for four territories.

**Table B.4**  
**Homeland Security Formula Grants: Allocation of \$200 Million in Critical Infrastructure Protection Grants from the 2003 Supplemental Appropriations Bill**

	Critical Infrastructure Protection Funds with DHS Allocating Funds Based on Omnibus Allocation (0.75% per State, Then Population)	Critical Infrastructure Protection Funds with Traditional Small-State Minimum	\$ per Capita	\$ per Capita
	\$	\$	\$	\$
United States	200,000,000	200,000,000	0.68	0.68
Alabama	3,339,880	2,834,271	0.74	0.63
Alaska	1,764,011	1,500,000	2.74	2.33
Arizona	3,737,646	3,447,016	0.68	0.63
Arkansas	2,611,381	1,712,044	0.96	0.63
California	15,900,796	22,183,924	0.45	0.63
Colorado	3,348,096	2,846,927	0.74	0.63
Connecticut	2,919,124	2,186,111	0.84	0.63
Delaware	1,831,102	1,500,000	2.27	1.86
District of Columbia	1,734,121	1,500,000	3.04	2.63
Florida	8,353,925	10,558,232	0.50	0.63
Georgia	5,010,513	5,407,822	0.59	0.63
Hawaii	2,010,522	1,500,000	1.62	1.20
Idaho	2,049,987	1,500,000	1.53	1.12
Illinois	6,667,411	7,960,216	0.53	0.63
Indiana	4,025,783	3,890,881	0.65	0.63
Iowa	2,704,341	1,855,245	0.92	0.63
Kansas	2,613,762	1,715,711	0.96	0.63
Kentucky	3,178,461	2,585,610	0.78	0.63
Louisiana	3,338,296	2,831,831	0.74	0.63
Maine	2,030,849	1,500,000	1.57	1.16
Maryland	3,738,337	3,448,080	0.68	0.63
Massachusetts	4,135,988	4,060,648	0.64	0.63
Michigan	5,621,605	6,349,189	0.56	0.63
Minnesota	3,558,546	3,171,118	0.71	0.63
Mississippi	2,677,694	1,814,197	0.93	0.63
Missouri	3,826,278	3,583,550	0.67	0.63
Montana	1,872,959	1,500,000	2.06	1.65
Nebraska	2,209,122	1,500,000	1.28	0.87
Nevada	2,391,331	1,500,000	1.10	0.69
New Hampshire	2,022,890	1,500,000	1.59	1.18



Table B.4 (continued)

	Critical Infrastructure Protection Funds with DHS Allocating Funds Based on Omnibus Allocation (0.75% per State, Then Population)	Critical Infrastructure Protection Funds with Traditional Small-State Minimum
	\$	\$
	\$ per Capita	\$ per Capita
New Jersey	5,022,811	5,426,768
New Mexico	2,260,744	1,500,000
New York	9,356,346	12,102,427
North Carolina	4,912,023	5,256,103
North Dakota	1,760,043	1,500,000
Ohio	6,183,768	7,215,180
Oklahoma	2,932,743	2,207,091
Oregon	2,944,144	2,224,654
Pennsylvania	6,558,519	7,792,472
Puerto Rico	3,082,465	2,437,731
Rhode Island	1,938,685	1,500,000
South Carolina	3,184,322	2,594,639
South Dakota	1,812,106	1,500,000
Tennessee	3,877,420	3,662,333
Texas	10,431,755	13,759,057
Utah	2,449,878	1,500,000
Vermont	1,752,859	1,500,000
Virginia	4,491,022	4,607,564
Washington	3,988,845	3,833,979
West Virginia	2,238,933	1,500,000
Wisconsin	3,731,390	3,437,378
Wyoming	1,704,514	1,500,000
American Samoa	523,495	500,000
Guam	563,484	500,000
No. Mariana Islands	528,387	500,000
U.S. Virgin Islands	544,541	500,000

SOURCES: [http://www.dhs.gov/interweb/assets/library/ODP\\_State\\_Homeland\\_Security\\_Grant\\_Program.pdf](http://www.dhs.gov/interweb/assets/library/ODP_State_Homeland_Security_Grant_Program.pdf) . U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002. Allocation formula from Sec. 1014 of the USA Patriot Act of 2001, Public Law 107-56, October 26, 2001.

NOTES: Puerto Rico and the District of Columbia are treated as states and are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) allocated 1 percent of funding. To return rounded funding totals to the starting total, DHS added \$500 each to Nebraska and Iowa. Other states rounded to 1000s. U.S. Census Bureau, Intercensal estimates of territory population unavailable; 2000 population deemed unchanged for four territories.

Table B.5

Homeland Security Formula Grants: Total ODP 2003 Grant Allocations of \$2.066 Billion, Including First Responder Grants and Critical Infrastructure Protection Grants, from 2003 Omnibus and Supplemental Appropriations Bills (\$1.8 billion plus \$200 million for critical infrastructure)

	Share of Grand Total Funding with DHS Allocating Funds Based on Omnibus Allocation (0.75% per State, Then Remainder Based on Population)		Share of Grand Total with Funds Allocated Based on Traditional Small-State Minimum	
	\$	\$ per Capita	\$	\$ per Capita
United States	2,066,295,000	7.06	2,066,295,000	7.06
Alabama	34,505,887	7.69	29,282,199	6.53
Alaska	18,224,839	28.31	15,497,213	24.07
Arizona	38,615,401	7.08	35,612,762	6.53
Arkansas	26,979,418	9.96	17,687,937	6.53
California	164,278,676	4.68	229,192,653	6.53
Colorado	34,590,768	7.68	29,412,955	6.53
Connecticut	30,158,854	8.72	22,585,748	6.53
Delaware	18,917,984	23.43	15,497,213	19.19
District of Columbia	17,916,023	31.38	15,497,213	27.15
Florida	86,308,365	5.16	109,082,109	6.53
Georgia	51,765,986	6.05	55,870,780	6.53
Hawaii	20,771,662	16.69	15,497,213	12.45
Idaho	21,179,387	15.79	15,497,213	11.56
Illinois	68,884,185	5.47	82,240,768	6.53
Indiana	41,592,277	6.75	40,198,536	6.53
Iowa	27,939,832	9.51	19,167,422	6.53
Kansas	27,004,013	9.94	17,725,825	6.53
Kentucky	32,838,189	8.02	26,713,170	6.53
Louisiana	34,489,524	7.69	29,256,993	6.53
Maine	20,981,666	16.21	15,497,213	11.97
Maryland	38,622,536	7.08	35,623,753	6.53
Massachusetts	42,730,859	6.65	41,952,483	6.53
Michigan	58,079,473	5.78	65,596,486	6.53
Minnesota	36,765,027	7.32	32,762,327	6.53
Mississippi	27,664,530	9.63	18,743,328	6.53
Missouri	39,531,095	6.97	37,023,357	6.53
Montana	19,350,431	21.28	15,497,213	17.04
Nebraska	22,823,494	13.20	15,497,213	8.96
Nevada	24,705,974	11.37	15,497,213	7.13
New Hampshire	20,899,437	16.39	15,497,213	12.15

Table B.5 (continued)

	Share of Grand Total Funding with DHS Allocating Funds Based on Omnibus Allocation (0.75% per State, Then Remainder Based on Population)		Share of Grand Total with Funds Allocated Based on Traditional Small-State Minimum	
	\$	\$ per Capita	\$	\$ per Capita
New Jersey	51,893,049	6.04	56,066,517	6.53
New Mexico	23,356,824	12.59	15,497,213	8.35
New York	96,664,856	5.05	125,035,922	6.53
North Carolina	50,748,447	6.10	54,303,296	6.53
North Dakota	18,183,843	28.68	15,497,213	24.44
Ohio	63,887,440	5.59	74,543,457	6.53
Oklahoma	30,299,565	8.67	22,802,507	6.53
Oregon	30,417,353	8.64	22,983,956	6.53
Pennsylvania	67,759,178	5.49	80,507,734	6.53
Puerto Rico	31,846,406	8.25	25,185,361	6.53
Rhode Island	20,029,480	18.72	15,497,213	14.49
South Carolina	32,898,742	8.01	26,806,450	6.53
South Dakota	18,721,724	24.60	15,497,213	20.36
Tennessee	40,059,473	6.91	37,837,305	6.53
Texas	107,775,414	4.95	142,151,349	6.53
Utah	25,310,848	10.93	15,497,213	6.69
Vermont	18,109,622	29.37	15,497,213	25.13
Virginia	46,398,877	6.36	47,602,935	6.53
Washington	41,210,655	6.79	39,610,661	6.53
West Virginia	23,131,483	12.84	15,497,213	8.60
Wisconsin	38,550,759	7.08	35,513,184	6.53
Wyoming	17,610,144	35.31	15,497,213	31.08
American Samoa	5,408,471	94.40	5,165,738	90.17
Guam	5,821,624	37.61	5,165,738	33.37
No. Mariana Islands	5,459,017	78.86	5,165,738	74.63
U.S. Virgin Islands	5,625,911	51.80	5,165,738	47.56

SOURCES: [http://www.dhs.gov/interweb/assetlibrary/ODDP\\_State\\_Homeland\\_Security\\_Grant\\_Program.pdf](http://www.dhs.gov/interweb/assetlibrary/ODDP_State_Homeland_Security_Grant_Program.pdf). U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002. Allocation formula from Sec. 1014 of the USA Patriot Act of 2001, Public Law 107-56, October 26, 2001.

NOTES: Puerto Rico and the District of Columbia are treated as states and are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) allocated 1 percent of funding. To return rounded funding totals to the starting total, DHS added \$500 each to Nebraska and Iowa. Other states rounded to 1000s. Intercensal estimates of territory population unavailable; 2000 population deemed unchanged for four territories.



# Appendix C

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## Homeland Security: Total Grants Distributed by the Department of Homeland Security, Fiscal Year 2003

**Table C.1**  
**Homeland Security: Grants to State and Local Governments from the Office for Domestic Preparedness, Fiscal Year 2003**

	ODP Formula Grants Under USA Patriot Act (\$)	Urban Area Security Initiative, Round 1 (4/8/2003 Omnibus) (\$)	Urban Area Security Initiative, Round 2 (5/14/2003 Supplemental) (\$)	ODP Port Security Grants (5/14/2003) (\$)	Mass Transit Security Grants (5/14/2003) (\$)	Radiological Defense Grants (5/14/2003) (\$)	Total ODP Grants (\$)	% of U.S. Total Capita (\$)	ODP Grants per Capita (\$)
United States	2,066,295,000	97,070,000	499,910,000	75,000,000	65,000,000	35,000,000	2,838,275,000	100.00	9.71
Alabama	34,505,887						34,505,887	1.22	7.69
Alaska	18,224,839			250,000			18,474,839	0.65	28.70
Arizona	38,615,401		11,030,000				49,645,401	1.75	9.10
Arkansas	26,979,418						26,979,418	0.95	9.96
California	164,278,676	22,930,000	62,190,000	9,076,700	7,965,493		266,440,869	9.39	7.59
Colorado	34,590,768		15,570,000		825,119		50,985,887	1.80	11.31
Connecticut	30,158,854						30,158,854	1.06	8.72
Delaware	18,917,984						18,917,984	0.67	23.43
District of Columbia	17,916,023	18,200,000	42,400,000		3,709,839		82,225,862	2.90	144.03
Florida	86,308,365		18,950,000	10,947,378	896,544		117,102,287	4.13	7.01
Georgia	51,765,986				1,781,362		53,547,348	1.89	6.26
Hawaii	20,771,662		6,870,000				27,641,662	0.97	22.20
Idaho	21,179,387						21,179,387	0.75	15.79
Illinois	68,884,185	10,970,000	29,970,000		5,117,019		114,941,204	4.05	9.12
Indiana	41,592,277						41,592,277	1.47	6.75
Iowa	27,939,832						27,939,832	0.98	9.51
Kansas	27,004,013						27,004,013	0.95	9.94
Kentucky	32,838,189						32,838,189	1.16	8.02
Louisiana	34,489,524						34,489,524	1.67	10.58
Maine	20,981,666		6,280,000	6,650,200			47,419,724	1.67	16.21
Maryland	38,622,536		10,900,000		1,225,952		50,748,488	1.79	9.30
Massachusetts	42,730,859		16,720,000		3,783,396		63,234,255	2.23	9.84
Michigan	58,079,473		12,270,000				70,349,473	2.48	7.00
Minnesota	36,765,027						36,765,027	1.30	7.32
Mississippi	27,664,530						27,664,530	0.97	9.63
Missouri	39,531,095		19,540,000				59,071,095	2.08	10.41
Montana	19,350,431						19,350,431	0.68	21.28
Nebraska	22,823,494						22,823,494	0.80	13.20
Nevada	24,705,974						24,705,974	0.87	11.37
New Hampshire	20,899,437						20,899,437	0.74	16.39
New Jersey	51,893,049		11,890,000		2,346,366		66,129,415	2.33	7.70

Table C.1 (continued)

	ODP Formula Grants Under USA Patriot Act (\$)	Urban Area Security Initiative, Round 1 (4/8/2003 Omnibus) (\$)	Urban Area Security Initiative, Round 2 (5/14/2003 Supplemental) (\$)	ODP Port Security Grants (5/14/2003) (\$)	Mass Transit Security Grants (5/14/2003) (\$)	Radiological Defense Grants (5/14/2003) (\$)	Total ODP Grants (\$)	% of U.S. Total Capita (\$)	ODP Grants per Capita (\$)
New Mexico	23,356,824						23,356,824	0.82	12.59
New York	96,664,856	25,000,000	135,270,000	9,371,218	30,049,694	30,000,000	326,355,768	11.50	17.04
North Carolina	50,748,447						50,748,447	1.79	6.10
North Dakota	18,183,843						18,183,843	0.64	28.68
Ohio	63,887,440		13,850,000				77,737,440	2.74	6.81
Oklahoma	30,299,565						30,299,565	1.07	8.67
Oregon	30,417,353		6,770,000		926,394		38,113,747	1.34	10.82
Pennsylvania	67,759,178		21,030,000	6,450,211	4,211,946		99,451,335	3.50	8.06
Puerto Rico	31,846,406			1,605,958			33,452,364	1.18	8.67
Rhode Island	20,029,480						20,029,480	0.71	18.72
South Carolina	32,898,742			5,124,554		5,000,000	43,023,296	1.52	10.48
South Dakota	18,721,724						18,721,724	0.66	24.60
Tennessee	40,059,473		6,070,000				46,129,473	1.63	7.96
Texas	107,775,414	8,690,000	34,160,000	12,158,057	1,062,847		163,846,318	5.77	7.52
Utah	25,310,848						25,310,848	0.89	10.93
Vermont	18,109,622						18,109,622	0.64	29.37
Virginia	46,398,877						46,398,877	1.87	7.27
Washington	41,210,655	11,280,000	18,180,000	6,600,000	1,098,027		78,534,406	2.77	12.94
West Virginia	23,131,483						23,131,483	0.81	12.84
Wisconsin	38,550,759						38,550,759	1.36	7.08
Wyoming	17,610,144						17,610,144	0.62	35.31
American Samoa	5,408,471						5,408,471	0.19	94.40
Guam	5,821,624						5,821,624	0.21	37.61
No. Mariana Islands	5,459,017						5,459,017	0.19	78.86
Outlying Areas	0						0	0.00	0.00
U.S. Virgin Islands	5,625,911						5,625,911	0.20	51.80

SOURCES: <http://www.dhs.gov/dhspublic/display?content=755>; <http://www.dhs.gov/dhspublic/display?theme=43&content=552>; [http://www.dhs.gov/interweb/assetlibrary/ODP\\_State\\_Homeland\\_Security\\_Grant\\_Program.pdf](http://www.dhs.gov/interweb/assetlibrary/ODP_State_Homeland_Security_Grant_Program.pdf); U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 2, 2002*, Table ST-EST2002-01, December 20, 2002.

NOTES: Puerto Rico and the District of Columbia are treated as states and thus are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) allocated 1 percent of funding. Intercensal estimates of territory population unavailable. Decennial census 2000 population deemed unchanged for four territories. Discretionary grants listed for Washington, D.C., were intended for the Washington metropolitan area, which includes portions of Maryland and Virginia. DHS awarded a \$9,371,218 port security grant to New York/New Jersey; this table applies all funds to New York. Similarly, an \$877,356 transit grant to the Port Authority of New York and New Jersey is applied to New York.

Table C.2  
**Homeland Security: Grants to State and Local Governments from the Transportation Security Administration, Fiscal Year 2003**

	TSA Port Security Grants (6/12/2003) (\$)	DHS/DOT Operation Safe Commerce (6/12/2003) (\$)	TSA Intercity Bus Grants (8/15/2003) (\$)	TSA Airport Security Letters of Agreement Announcements (7/7/ 2003 and 9/2/2003) (\$)	Total TSA Discretionary Grants (\$)	% of U.S. Total	TSA Grants per Capita (\$)
United States	169,055,136	28,300,374	19,800,007	775,650,000	992,805,517	100.00	3.40
Alabama	948,000		0		948,000	0.10	0.21
Alaska	3,971,255		0		3,971,255	0.40	6.17
Arizona	0		99,950		99,950	0.01	0.02
Arkansas	0		0		0	0.00	0.00
California	28,511,178	8,250,356	177,116	264,400,000	301,338,650	30.35	8.58
Colorado	0		0	67,500,000	67,500,000	6.80	14.98
Connecticut	2,356,397		0		2,356,397	0.24	0.68
Delaware	290,400		0		290,400	0.03	0.36
District of Columbia	58,485		773,614		832,099	0.08	1.46
Florida	17,636,925		141,580		17,778,505	1.79	1.06
Georgia	2,629,643		265,003		2,894,646	0.29	0.34
Hawaii	7,005,561		0		7,005,561	0.71	5.63
Idaho	0		0		0	0.00	0.00
Illinois	575,000		51,278		626,278	0.06	0.05
Indiana	68,800		113,813		182,613	0.02	0.03
Iowa	0		226,272		226,272	0.02	0.08
Kansas	0		0		0	0.00	0.00
Kentucky	55,136		0		55,136	0.01	0.01
Louisiana	20,823,098		0		20,823,098	2.10	4.65
Maine	1,928,880		0		1,928,880	0.19	1.49
Maryland	4,340,532		338,482		4,679,014	0.47	0.86
Massachusetts	4,458,771		1,173,875	87,000,000	92,632,646	9.33	14.41
Michigan	161,000		0		161,000	0.02	0.02
Minnesota	0		335,102		335,102	0.03	0.07
Mississippi	705,444		0		705,444	0.07	0.25
Missouri	125,000		0		125,000	0.01	0.02
Montana	0		0		0	0.00	0.00
Nebraska	0		0		0	0.00	0.00
Nevada	0		320,791	93,750,000	94,070,791	9.48	43.28
New Hampshire	80,000		73,182		153,182	0.02	0.12
New Jersey	4,867,107		2,454,224		7,321,331	0.74	0.85
New Mexico	0		0		0	0.00	0.00



Table C.2 (continued)

	TSA Port Security Grants (6/12/2003) (\$)	DHS/DOT Operation Safe Commerce (6/12/2003) (\$)	TSA Intercity Bus Grants (8/15/2003) (\$)	TSA Airport Security Letters of Agreement Announcements (7/7/2003 and 9/2/2003) (\$)	Total TSA Discretionary Grants (\$)	% of U.S. Total	TSA Grants per Capita (\$)
New York	10,072,663	6,747,227	172,130		16,992,020	1.71	0.89
North Carolina	4,870,000		566,591		5,436,591	0.55	0.65
North Dakota	0		0		0	0.00	0.00
Ohio	777,000		44,408		821,408	0.08	0.07
Oklahoma	725,000		0		725,000	0.07	0.21
Oregon	1,185,000		9,900		1,194,900	0.12	0.34
Pennsylvania	5,151,969		342,765		5,494,734	0.55	0.45
Puerto Rico	562,000		0		562,000	0.06	0.15
Rhode Island	355,000		0		355,000	0.04	0.33
South Carolina	1,827,889		35,263		1,863,152	0.19	0.45
South Dakota	0		0		0	0.00	0.00
Tennessee	639,655		123,375		763,030	0.08	0.13
Texas	17,743,010		10,755,141	104,000,000	132,498,151	13.35	6.08
Utah	0		0		0	0.00	0.00
Vermont	0		217,542		217,542	0.02	0.35
Virginia	5,050,858		841,330		5,892,188	0.59	0.81
Washington	16,103,235	13,302,791	26,407	159,000,000	188,432,433	18.98	31.05
West Virginia	522,000		0		522,000	0.05	0.29
Wisconsin	0		120,873		120,873	0.01	0.02
Wyoming	0		0		0	0.00	0.00
American Samoa	0		0		0	0.00	0.00
Guam	0		0		0	0.00	0.00
No. Mariana Islands	0		0		0	0.00	0.00
Outlying Areas	0		0		0	0.00	0.00
U.S. Virgin Islands	1,873,245		0		1,873,245	0.19	17.25

SOURCES: TSA Port <http://www.tsa.gov/public/display?content=85>; [http://www.dhs.gov/interweb/assetlibrary/Port\\_Security\\_Press\\_Kit\\_DHS.pdf](http://www.dhs.gov/interweb/assetlibrary/Port_Security_Press_Kit_DHS.pdf) (6-12-2003); Bus: <http://www.tsa.gov/public/display?theme=44&content=658> (8-15-2003); Airport 1: <http://www.tsa.gov/public/display?theme=44&content=678> (9-2-2003); Airport 2: <http://www.tsa.gov/public/display?theme=44&content=571> (7-7-2003).

NOTES: Puerto Rico and the District of Columbia are treated as states. Discretionary grants listed for Washington, D.C., were intended for the Washington metropolitan area, which includes portions of Maryland and Virginia. DHS awarded a \$9,371,218 port security grant to New York/New Jersey; this table applies all funds to New York. Similarly, an \$877,356 transit grant to the Port Authority of New York and New Jersey is applied to New York.

Table C.3

Homeland Security: Grants to State and Local Governments from the Federal Emergency Management Agency, Fiscal Year 2003

	FEMA Emergency Management Performance Grants (4/16/2003) (\$)	FEMA Community Emergency Response Teams (5/29/2003) (\$)	FEMA Assistance to Firefighters Grants (as of 10/3/2003) (\$)	FEMA/DOJ Interoperability Grants (9/25/2003) (\$)	FEMA Emergency Operations Centers Grants (9/25/2003) (\$)	Total FEMA Grants (\$)	% of U.S. Total FEMA Grants	FEMA Grants per Capita (\$)
United States	165,140,000	18,800,000	293,969,462	79,570,300	73,764,887	631,244,649	100.00	2.16
Alabama	2,752,864	313,949	10,469,577	0	0	13,536,390	2.14	3.02
Alaska	1,454,479	165,817	1,778,775	0	0	3,399,071	0.54	5.28
Arizona	3,076,171	351,339	2,133,382	0	0	5,560,892	0.88	1.02
Arkansas	2,151,922	245,470	5,098,624	2,082,385	12,375,000	21,953,401	3.48	8.10
California	13,094,650	1,494,675	11,733,952	0	0	26,323,277	4.17	0.75
Colorado	2,756,043	314,721	2,797,460	0	0	5,868,224	0.93	1.30
Connecticut	2,407,428	274,398	3,131,139	0	0	5,812,965	0.92	1.68
Delaware	1,508,348	172,124	516,268	2,406,284	0	4,603,024	0.73	5.70
District of Columbia	1,425,190	163,007	0	0	0	1,588,197	0.25	2.78
Florida	6,870,000	785,269	4,498,985	0	0	12,154,254	1.93	0.73
Georgia	4,123,419	470,988	6,757,146	0	0	11,351,553	1.80	1.33
Hawaii	1,658,937	188,989	0	0	1,125,000	2,972,926	0.47	2.39
Idaho	1,689,064	192,699	2,721,793	0	0	4,603,556	0.73	3.43
Illinois	5,483,731	626,737	12,079,454	6,000,000	9,335,572	33,525,494	5.31	2.66
Indiana	3,313,688	378,424	8,823,008	0	0	12,515,120	1.98	2.03
Iowa	2,227,865	254,208	8,349,514	5,995,822	434,171	17,261,580	2.73	5.88
Kansas	2,152,490	245,694	6,201,255	0	0	8,599,439	1.36	3.17
Kentucky	2,616,272	298,775	8,710,737	0	0	11,625,784	1.84	2.84
Louisiana	2,751,260	313,800	5,714,904	0	232,118	9,012,082	1.43	2.01
Maine	1,674,771	190,900	4,954,770	0	0	6,820,441	1.08	5.27
Maryland	3,076,637	351,404	1,625,307	5,629,013	0	10,682,361	1.69	1.96
Massachusetts	3,407,781	388,783	3,465,711	0	0	7,262,275	1.15	1.13
Michigan	4,630,575	528,431	5,648,656	6,000,000	0	16,807,662	2.66	1.67
Minnesota	2,929,118	334,503	9,818,214	6,000,000	0	19,081,835	3.02	3.80
Mississippi	2,205,660	251,703	8,510,814	0	6,662,370	17,630,547	2.79	6.14
Missouri	3,151,469	359,670	10,651,581	5,496,750	494,168	20,153,638	3.19	3.55
Montana	1,542,988	176,058	5,031,073	4,475,916	0	11,226,035	1.78	12.34
Nebraska	1,820,480	207,657	4,800,547	0	1,924,875	8,753,559	1.39	5.06
Nevada	1,968,780	224,785	761,005	0	4,783,995	7,738,565	1.23	3.56
New Hampshire	1,667,748	190,152	1,531,473	2,176,168	9,164,503	14,730,044	2.33	11.55
New Jersey	4,139,084	472,144	4,532,832	0	0	9,144,060	1.45	1.06
New Mexico	1,862,907	212,510	2,330,858	0	0	4,406,275	0.70	2.38

Table C.3 (continued)

	FEMA Emergency Management Performance Grants (4/16/2003) (\$)	FEMA Community Emergency Response Teams (5/29/2003) (\$)	FEMA Firefighters Grants (as of 10/3/2003) (\$)	FEMA/DOJ Communications Interoperability Grants (9/25/2003) (\$)	FEMA Emergency Operations Centers (9/25/2003) (\$)	Total FEMA Grants (\$)	% of U.S. Total FEMA Grants	FEMA Grants per Capita (\$)
New York	7,703,460	879,497	16,605,888	6,000,000	2,818,105	34,006,950	5.39	1.78
North Carolina	4,045,543	461,730	8,435,832	0	0	12,943,105	2.05	1.56
North Dakota	1,450,633	165,444	3,148,459	0	0	4,764,536	0.75	7.51
Ohio	5,095,337	581,274	10,540,697	0	0	16,217,308	2.57	1.42
Oklahoma	2,415,000	275,678	4,507,310	846,263	1,959,294	10,003,545	1.58	2.86
Oregon	2,424,176	276,750	4,755,931	0	0	7,456,857	1.18	2.12
Pennsylvania	5,401,194	616,501	13,557,151	5,964,973	0	25,539,819	4.05	2.07
Puerto Rico	2,536,400	289,752	374,981	0	0	3,201,133	0.51	0.83
Rhode Island	1,599,677	182,236	554,605	3,041,942	0	5,378,460	0.85	5.03
South Carolina	2,624,831	299,326	4,787,382	0	2,062,294	9,773,833	1.55	2.38
South Dakota	1,491,467	170,338	3,594,215	0	3,433,500	8,689,520	1.38	11.42
Tennessee	3,191,728	364,477	10,227,538	0	0	13,783,743	2.18	2.38
Texas	8,580,534	980,585	12,169,976	0	0	21,731,095	3.44	1.00
Utah	2,018,685	230,288	2,189,534	0	442,365	4,880,872	0.77	2.11
Vermont	1,443,442	164,769	1,647,016	0	0	3,255,227	0.52	5.28
Virginia	3,698,780	422,156	9,723,659	6,000,000	5,137,452	24,982,047	3.96	3.43
Washington	3,282,282	374,951	8,560,565	5,765,100	0	17,982,898	2.85	2.96
West Virginia	1,842,282	210,460	2,669,335	5,689,684	0	10,411,761	1.65	5.78
Wisconsin	3,071,833	350,751	9,676,003	0	0	13,098,587	2.08	2.41
Wyoming	1,405,455	160,224	1,064,571	0	0	2,630,250	0.42	5.27
American Samoa	431,942	49,208	0	0	4,112,270	4,593,420	0.73	80.18
Guam	589,350	52,967	0	0	3,221,708	3,864,025	0.61	24.96
No. Mariana Islands	571,340	49,668	0	0	4,046,127	4,667,135	0.74	67.42
Outlying Areas	0	0	0	0	0	0	0.00	0.00
U.S. Virgin Islands	632,810	51,187	0	0	0	683,997	0.11	6.30

SOURCES: EMPG: [http://www.fema.gov/nwz03/nwz03\\_empg2.shtm](http://www.fema.gov/nwz03/nwz03_empg2.shtm) (4-16-2003); CERT: [http://www.fema.gov/nwz03/nwz03\\_123b.shtm](http://www.fema.gov/nwz03/nwz03_123b.shtm) (5-29-2003); firefighter grants: <http://www.usfa.fema.gov/downloads/xls/grants/fy03total.xls>; interoperability grants: [http://www.dhs.gov/dhspublic/interapp/press\\_release/press\\_release\\_0266.xml](http://www.dhs.gov/dhspublic/interapp/press_release/press_release_0266.xml); EOC grants: <http://www.dhs.gov/dhspublic/display?content=1737>; U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002.

NOTES: Awards for Assistance to Firefighters Grants Program are being made on an ongoing basis. Total appropriation for 2003 was \$750 million. The above total represents grants made as of the date of this publication.

Table C.4

**Homeland Security: Bioterrorism Preparedness Grants to State and Local Governments from the  
Department of Health and Human Services, Fiscal Year 2003**

	CDC Public Health Systems Bioterrorism Preparedness Cooperative Agreement (\$)	HRSA Hospital Bioterrorism Preparedness Cooperative Agreement (\$)	Total HHS Grants (\$)	% of U.S. Total HHS Grants	HHS Grants per Capita (\$)
United States	870,000,000	498,000,000	1,368,000,000	100.00	4.68
Alabama	14,056,645	7,762,315	21,818,960	1.59	4.86
Alaska	6,284,107	1,958,803	8,242,910	0.60	12.80
Arizona	15,755,035	9,030,450	24,785,485	1.81	4.54
Arkansas	10,461,043	5,077,591	15,538,634	1.14	5.73
California	80,120,894	54,357,090	134,477,984	9.83	3.83
Colorado	13,979,790	7,704,930	21,684,720	1.59	4.81
Connecticut	11,960,524	6,197,207	18,157,731	1.33	5.25
Delaware	6,614,378	2,205,406	8,819,784	0.64	10.92
District of Columbia	11,162,901	2,868,302	14,031,203	1.03	24.58
Florida	38,181,999	25,775,967	63,957,966	4.68	3.83
Georgia	22,034,847	13,719,390	35,754,237	2.61	4.18
Hawaii	7,486,672	2,856,721	10,343,393	0.76	8.31
Idaho	7,676,282	2,998,297	10,674,579	0.78	7.96
Illinois	35,373,345	20,945,488	56,318,833	4.12	4.47
Indiana	17,416,386	10,270,929	27,687,315	2.02	4.50
Iowa	10,941,890	5,436,624	16,378,514	1.20	5.58
Kansas	10,476,095	5,088,830	15,564,925	1.14	5.73
Kentucky	13,245,815	7,156,894	20,402,709	1.49	4.98
Louisiana	14,059,595	7,764,518	21,824,113	1.60	4.87
Maine	7,603,092	2,943,648	10,546,740	0.77	8.15
Maryland	15,915,365	9,150,163	25,065,528	1.83	4.59
Massachusetts	17,972,524	10,686,180	28,658,704	2.09	4.46
Michigan	25,278,581	16,141,386	41,419,967	3.03	4.12
Minnesota	15,101,600	8,542,551	23,644,151	1.73	4.71
Mississippi	10,795,501	5,327,321	16,122,822	1.18	5.61
Missouri	16,424,504	9,530,322	25,954,826	1.90	4.58
Montana	6,834,837	2,370,015	9,204,852	0.67	10.12
Nebraska	8,485,811	3,602,747	12,088,558	0.88	6.99
Nevada	9,251,219	4,174,253	13,425,472	0.98	6.18
New Hampshire	7,552,202	2,905,650	10,457,852	0.76	8.20
New Jersey	22,248,528	13,878,940	36,127,468	2.64	4.21
New Mexico	8,710,551	3,770,553	12,481,104	0.91	6.73
New York	48,676,120	30,878,256	79,554,376	5.82	4.15
North Carolina	21,630,396	13,417,400	35,047,796	2.56	4.21
North Dakota	6,290,025	1,963,221	8,253,246	0.60	13.02
Ohio	28,082,405	18,234,914	46,317,319	3.39	4.06
Oklahoma	12,031,404	6,250,131	18,281,535	1.34	5.23
Oregon	12,039,235	6,255,978	18,295,213	1.34	5.20
Pennsylvania	29,933,326	19,616,940	49,550,266	3.62	4.02
Puerto Rico	12,778,777	6,808,171	19,586,948	1.43	5.08
Rhode Island	7,147,493	2,603,466	9,750,959	0.71	9.12
South Carolina	13,232,255	7,146,769	20,379,024	1.49	4.96
South Dakota	6,536,811	2,147,489	8,684,300	0.63	11.41
Tennessee	16,651,663	9,699,934	26,351,597	1.93	4.55
Texas	48,310,184	33,338,368	81,648,552	5.97	3.75
Utah	9,618,011	4,448,125	14,066,136	1.03	6.07
Vermont	6,242,254	1,927,552	8,169,806	0.60	13.25
Virginia	19,584,849	11,890,053	31,474,902	2.30	4.32
Washington	17,146,134	10,069,141	27,215,275	1.99	4.48
West Virginia	8,649,835	3,725,218	12,375,053	0.90	6.87
Wisconsin	15,955,629	9,180,227	25,135,856	1.84	4.62

Table C.4 (continued)

	CDC Public Health Systems Bioterrorism Preparedness Cooperative Agreement (\$)	HRSA Hospital Bioterrorism Preparedness Cooperative Agreement (\$)	Total HHS Grants (\$)	% of U.S. Total HHS Grants	HHS Grants per Capita (\$)
Wyoming	6,000,636	1,747,144	7,747,780	0.57	15.54
American Samoa	553,313	601,511	1,154,824	0.08	20.16
Guam	625,215	738,414	1,363,629	0.10	8.81
No. Mariana Islands	559,296	612,902	1,172,198	0.09	16.93
Outlying Areas	1,665,052	1,814,266	3,479,318	0.25	16.98
U.S. Virgin Islands	597,124	684,929	1,282,053	0.09	11.80

SOURCES: CDC: <http://www.hhs.gov/news/press/2003pres/20030902.html>; HRSA: [http://www.bt.cdc.gov/planning/continuationguidance/pdf/annex\\_b\\_funding.pdf](http://www.bt.cdc.gov/planning/continuationguidance/pdf/annex_b_funding.pdf); Population: U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002.

NOTES: The formula for both programs uses a base allocation for each state followed by population distribution of any remainder. The base allocation for the CDC bioterrorism response program is \$5 million and for the HRSA hospital preparedness program is \$1 million. (District of Columbia receives doubled base allocation—\$10 million for CDC, \$2 million for HRSA). Grants listed for Washington, D.C., were intended for the Washington metropolitan area, which includes portions of Maryland and Virginia. Outlying areas include the Federated States of Micronesia, Marshall Islands, and Palau.

Table C.5

Homeland Security: Total Grants by Agency to State and Local Governments, Total Formula Grants, and All Grants Grand Total for All Agencies, Fiscal Year 2003

	Total ODP Grants (\$)	Total TSA Grants (\$)	Total FEMA Grants (\$)	Total HHS Grants (\$)	Total Homeland Security Formula Grants (\$)	Total Formula Grants as % of U.S.	Total Formula Grants per Capita 2003 (\$)	Grand Total		
								Homeland Security Grants: ODP, TSA, FEMA, HHS (\$)	Grand Total per Capita 2003 (\$)	
United States	2,838,274,998	992,805,517	631,244,649	1,368,000,000	3,618,235,000	100.00	12.38	5,830,325,164	100.00	19.95
Alabama	34,505,887	948,000	13,536,390	21,818,960	59,391,660	1.64	13.24	70,809,237	1.21	15.78
Alaska	18,474,839	3,971,255	3,399,071	8,242,910	28,088,045	0.78	43.63	34,088,075	0.58	52.95
Arizona	49,645,401	99,950	5,560,892	24,785,485	66,828,396	1.85	12.25	80,091,728	1.37	14.68
Arkansas	26,979,418	0	21,953,401	15,538,634	44,915,444	1.24	16.57	64,471,453	1.11	23.79
California	266,440,869	301,338,650	26,323,277	134,477,984	313,345,985	8.66	8.92	728,580,780	12.50	20.75
Colorado	50,985,887	67,500,000	5,868,224	21,684,720	59,346,252	1.64	13.17	146,038,831	2.50	32.41
Connecticut	30,158,854	2,356,397	5,812,965	18,157,731	50,998,411	1.41	14.74	56,485,947	0.97	16.32
Delaware	18,917,984	290,400	4,603,024	8,819,784	29,418,240	0.81	36.44	32,631,192	0.56	40.42
District of Columbia	82,225,862	832,099	1,588,197	14,031,203	33,535,423	0.93	58.74	98,677,361	1.69	172.85
Florida	117,102,287	17,778,505	12,154,254	63,957,966	157,921,600	4.36	9.45	210,993,012	3.62	12.62
Georgia	53,547,348	2,894,646	11,351,553	35,754,237	92,114,630	2.55	10.76	103,547,784	1.78	12.10
Hawaii	27,641,662	7,005,561	2,972,926	10,343,393	32,962,981	0.91	26.48	47,963,542	0.82	38.53
Idaho	21,179,387	0	4,603,556	10,674,579	33,735,729	0.93	25.15	36,457,522	0.63	27.18
Illinois	114,941,204	626,278	33,525,494	56,318,833	131,313,486	3.63	10.42	205,411,809	3.52	16.30
Indiana	41,592,277	182,613	12,515,120	27,687,315	72,971,704	2.02	11.85	81,977,325	1.41	13.31
Iowa	27,939,832	226,272	17,261,580	16,378,514	46,800,419	1.29	15.94	61,806,198	1.06	21.05
Kansas	27,004,013	0	8,599,439	15,564,925	44,967,122	1.24	16.56	51,168,377	0.88	18.84
Kentucky	32,838,189	55,136	11,625,784	20,402,709	56,155,945	1.55	13.72	64,921,818	1.11	15.86
Louisiana	47,419,724	20,823,098	9,012,082	21,824,113	59,378,697	1.64	13.25	99,079,017	1.70	22.10
Maine	20,981,666	1,928,880	6,820,441	10,546,740	33,394,077	0.92	25.80	40,277,727	0.69	31.12
Maryland	50,748,488	4,679,014	10,682,361	25,065,528	67,116,105	1.85	12.30	91,175,391	1.56	16.70
Massachusetts	63,234,255	92,632,646	7,262,275	28,658,704	75,186,127	2.08	11.70	191,787,880	3.29	29.84
Michigan	70,349,473	161,000	16,807,662	41,419,967	104,658,446	2.89	10.41	128,738,102	2.21	12.81
Minnesota	36,765,027	335,102	19,081,835	23,644,151	63,672,799	1.76	12.68	79,826,115	1.37	15.90
Mississippi	27,664,530	705,444	17,630,547	16,122,822	46,244,715	1.28	16.10	62,123,343	1.07	21.63
Missouri	59,071,095	125,000	20,153,638	25,954,826	68,997,060	1.91	12.16	105,304,559	1.81	18.56
Montana	19,350,431	0	11,226,035	9,204,852	30,274,329	0.84	33.29	39,781,318	0.68	43.74
Nebraska	22,823,494	0	8,753,559	12,088,558	36,940,189	1.02	21.36	43,665,611	0.75	25.25
Nevada	24,705,974	94,070,791	7,738,565	13,425,472	40,325,011	1.11	18.55	139,940,802	2.40	64.39

Table C.5 (continued)

	Total ODP Grants (\$)	Total TSA Grants (\$)	Total FEMA Grants (\$)	Total HHS Grants (\$)	Total Homeland Security Formula Grants (\$)	Total Formula Grants as % of U.S.	Total Formula Grants per Capita 2003 (\$)	Grand Total Homeland Security Grants: ODP, TSA, FEMA, HHS (\$)	Grand Total as % of U.S.	Grand Total Capita 2003 (\$)
New Hampshire	20,899,437	153,182	14,730,044	10,457,852	33,215,189	0.92	26.05	46,240,515	0.79	36.27
New Jersey	66,129,415	7,321,331	9,144,060	36,127,468	92,631,745	2.56	10.78	118,722,274	2.04	13.82
New Mexico	23,356,824	0	4,406,275	12,481,104	37,913,345	1.05	20.44	40,244,203	0.69	21.69
New York	326,355,768	16,992,020	34,006,950	79,554,376	184,802,189	5.11	9.65	456,909,114	7.84	23.85
North Carolina	50,748,447	5,436,591	12,943,105	35,047,796	90,303,516	2.50	10.85	104,175,939	1.79	12.52
North Dakota	18,183,843	0	4,764,536	8,253,246	28,053,166	0.78	44.24	31,201,625	0.54	49.21
Ohio	77,737,440	821,408	16,217,308	46,317,319	115,881,370	3.20	10.15	141,093,475	2.42	12.35
Oklahoma	30,299,565	725,000	10,003,545	18,281,535	51,271,778	1.42	14.68	59,309,645	1.02	16.98
Oregon	38,113,747	1,194,900	7,456,857	18,295,213	51,413,492	1.42	14.60	65,060,717	1.12	18.48
Pennsylvania	99,451,335	5,494,734	25,539,819	49,550,266	123,327,139	3.41	10.00	180,036,154	3.09	14.60
Puerto Rico	33,452,364	562,000	3,201,133	19,586,948	54,259,506	1.50	14.06	56,802,445	0.97	14.72
Rhode Island	20,029,480	355,000	5,378,460	9,750,959	31,562,352	0.87	29.51	35,513,899	0.61	33.20
South Carolina	43,023,296	1,863,152	9,773,833	20,379,024	56,201,923	1.55	13.68	75,039,305	1.29	18.27
South Dakota	18,721,724	0	8,689,520	8,684,300	29,067,829	0.80	38.19	36,095,544	0.62	47.43
Tennessee	46,129,473	763,030	13,783,743	26,351,597	69,967,275	1.93	12.07	87,027,843	1.49	15.01
Texas	163,846,318	132,498,151	21,731,095	81,648,552	198,985,085	5.50	9.14	399,724,116	6.86	18.35
Utah	25,310,848	0	4,880,872	14,066,136	41,625,957	1.15	17.97	44,257,856	0.76	19.11
Vermont	18,109,622	217,542	3,255,227	8,169,806	27,887,639	0.77	45.23	29,752,197	0.51	48.25
Virginia	52,998,877	5,892,188	24,982,047	31,474,902	81,994,715	2.27	11.24	115,348,014	1.98	15.82
Washington	78,534,406	188,432,433	17,982,898	27,215,275	72,083,163	1.99	11.88	312,165,012	5.35	51.44
West Virginia	23,131,483	522,000	10,411,761	12,375,053	37,559,278	1.04	20.84	46,440,297	0.80	25.77
Wisconsin	38,550,759	120,873	13,098,587	25,135,856	67,109,199	1.85	12.33	76,906,075	1.32	14.13
Wyoming	17,610,144	0	2,630,250	7,747,780	26,923,603	0.74	53.99	27,988,174	0.48	56.12
American Samoa	5,408,471	0	4,593,420	1,154,824	7,044,445	0.19	122.96	11,156,715	0.19	194.74
Guam	5,821,624	0	3,864,025	1,363,629	7,827,570	0.22	50.56	11,049,278	0.19	71.38
No. Mariana Islands	5,459,017	0	4,667,135	1,172,198	7,252,223	0.20	104.77	11,298,350	0.19	163.22
Outlying Areas	0	0	0	3,479,318	3,479,318	0.10	16.98	3,479,318	0.06	16.98
U.S. Virgin Islands	5,625,911	1,873,245	683,997	1,282,053	7,591,961	0.21	69.90	9,465,206	0.16	87.15

NOTES: Formula grants include ODP state and local grants, critical infrastructure grants, EMPGs, CERT/Citizen Corps grants, CDC bioterrorism response grants, and HRSA hospital preparedness grants. The formula for all programs uses a base allocation for each state followed by population distribution of any remaining funds. Base allocation for the CDC bioterrorism response program is \$5 million and for the HRSA hospital preparedness program is \$1 million. (District of Columbia receives doubled base allocation—\$10 million for HRSA). Grants listed for Washington, D.C., were intended for the Washington metropolitan area, which includes portions of Maryland and Virginia. Outlying areas include the Federated States of Micronesia, Marshall Islands, and Palau. Grant total includes formula and discretionary grants.





# Appendix D

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**Homeland Security: State and Local First Responder  
Grant Funding, Formula and Discretionary, Distributed  
by the Office of Domestic Preparedness, Fiscal Year  
2004, Including Estimated Rescissions**

**Table D.1**  
**Homeland Security Formula Grants: Allocation of All Grants Using 40/60 Formula Found in USA Patriot Act, Fiscal Year 2003 Actual and Fiscal Year 2004 Predictions Based on Appropriations Conference Report**

	Actual Allocations, Fiscal Year 2003, All Homeland Security Grants Using 40/60 Formula			Predicted Allocations, Fiscal Year 2004, All Homeland Security Grants, Using 40/60 Formula			Hypothetical Alternative Allocations of Same Grants, Fiscal Year 2004, Using 0.75% as Small-State Minimum Only			Predicted Allocations, Fiscal Year 2004, All Grants Using 40/60 Formula, Reduced by 0.59% Reduction from Omnibus Appropriations Bill		
	\$	%	\$ per Capita	\$	%	\$ per Capita	\$	%	\$ per Capita	\$	%	\$ per Capita
United States	2,250,235,000	100.00	7.69	2,385,840,000	100.00	8.15	2,385,840,000	100.00	8.15	2,371,763,544	100.00	8.11
Alabama	37,572,700	1.67	8.37	39,842,096	1.67	8.88	33,810,585	1.42	7.54	39,607,028	1.67	8.83
Alaska	19,845,135	0.88	30.83	21,043,244	0.88	32.69	17,893,800	0.75	27.79	20,919,089	0.88	32.49
Arizona	42,042,911	1.87	7.71	44,587,132	1.87	8.17	41,120,146	1.72	7.54	44,324,068	1.87	8.12
Arkansas	29,376,810	1.31	10.84	31,151,687	1.31	11.49	20,423,313	0.86	7.54	30,967,892	1.31	11.43
California	178,868,001	7.95	5.09	189,683,776	7.95	5.40	264,636,462	11.09	7.54	188,564,641	7.95	5.37
Colorado	37,661,532	1.67	8.36	39,940,104	1.67	8.86	33,961,562	1.42	7.54	39,704,457	1.67	8.81
Connecticut	32,840,680	1.46	9.49	34,822,811	1.46	10.06	26,078,551	1.09	7.54	34,617,357	1.46	10.00
Delaware	20,598,456	0.92	25.51	21,843,581	0.92	27.05	17,893,800	0.75	22.16	21,714,704	0.92	26.90
District of Columbia	19,504,220	0.87	34.16	20,686,671	0.87	36.24	17,893,800	0.75	31.34	20,564,620	0.87	36.02
Florida	93,963,634	4.18	5.62	99,655,640	4.18	5.96	125,951,261	5.28	7.54	99,067,671	4.18	5.93
Georgia	56,360,393	2.50	6.58	59,771,407	2.51	6.98	64,510,993	2.70	7.54	59,418,756	2.51	6.94
Hawaii	22,619,588	1.01	18.17	23,983,924	1.01	19.27	17,893,800	0.75	14.37	23,842,419	1.01	19.15
Idaho	23,061,150	1.02	17.20	24,454,702	1.02	18.23	17,893,800	0.75	13.34	24,310,420	1.02	18.13
Illinois	74,994,653	3.33	5.95	79,536,874	3.33	6.31	94,959,003	3.98	7.54	79,067,606	3.33	6.27
Indiana	45,284,389	2.01	7.35	48,024,371	2.01	7.80	46,415,094	1.95	7.54	47,741,028	2.01	7.75
Iowa	30,421,905	1.35	10.36	32,260,626	1.35	10.99	22,131,594	0.93	7.54	32,070,288	1.35	10.92
Kansas	29,402,197	1.31	10.83	31,180,086	1.31	11.48	20,467,059	0.86	7.54	30,996,123	1.31	11.41
Kentucky	35,753,236	1.59	8.74	37,916,496	1.59	9.26	30,844,264	1.29	7.54	37,692,788	1.59	9.21
Louisiana	37,554,584	1.67	8.38	39,823,203	1.67	8.88	33,781,480	1.42	7.54	39,588,246	1.67	8.83
Maine	22,847,337	1.02	17.65	24,226,404	1.02	18.72	17,893,800	0.75	13.82	24,083,468	1.02	18.60
Maryland	42,050,577	1.87	7.70	44,595,370	1.87	8.17	41,132,837	1.72	7.54	44,332,258	1.87	8.12
Massachusetts	46,527,423	2.07	7.24	49,339,031	2.07	7.68	48,440,281	2.03	7.54	49,047,931	2.07	7.63
Michigan	63,238,479	2.81	6.29	67,061,252	2.81	6.67	75,740,744	3.17	7.54	66,665,591	2.81	6.63
Minnesota	40,028,648	1.78	7.97	42,450,605	1.78	8.46	37,828,901	1.59	7.54	42,200,146	1.78	8.41
Mississippi	30,121,893	1.34	10.49	31,942,749	1.34	11.12	21,641,916	0.91	7.54	31,754,287	1.34	11.06
Missouri	43,042,234	1.91	7.59	45,644,435	1.91	8.05	42,748,884	1.79	7.54	45,375,133	1.91	8.00
Montana	21,069,477	0.94	23.17	22,342,905	0.94	24.57	17,893,800	0.75	19.68	22,211,082	0.94	24.42
Nebraska	24,851,631	1.10	14.37	26,353,064	1.10	15.24	17,893,800	0.75	10.35	26,197,581	1.10	15.15
Nevada	26,899,539	1.20	12.38	28,526,663	1.20	13.12	17,893,800	0.75	8.23	28,358,356	1.20	13.05

Table D.1 (continued)

	Actual Allocations, Fiscal Year 2003, All Homeland Security Grants Using 40/60 Formula			Predicted Allocations, Fiscal Year 2004, All Homeland Security Grants, Using 40/60 Formula			Hypothetical Alternative Allocations of Same Grants, Fiscal Year 2004, Using 0.75% as Small-State Minimum Only			Predicted Allocations, Fiscal Year 2004, All Grants Using 40/60 Formula, Reduced by 0.59% Reduction from Omnibus Appropriations Bill		
	\$	%	\$ per Capita	\$	%	\$ per Capita	\$	%	\$ per Capita	\$	%	\$ per Capita
New Hampshire	22,757,337	1.01	17.85	24,131,459	1.01	18.93	17,893,800	0.75	14.03	23,989,083	1.01	18.81
New Jersey	56,504,277	2.51	6.58	59,918,121	2.51	6.98	64,736,999	2.71	7.54	59,564,604	2.51	6.93
New Mexico	25,432,241	1.13	13.71	26,968,872	1.13	14.54	17,893,800	0.75	9.65	26,809,756	1.13	14.45
New York	105,247,813	4.68	5.49	111,613,724	4.68	5.83	144,372,273	6.05	7.54	110,955,203	4.68	5.79
North Carolina	55,255,720	2.46	6.64	58,596,509	2.46	7.04	62,701,103	2.63	7.54	58,250,790	2.46	7.00
North Dakota	19,799,920	0.88	31.22	20,995,908	0.88	33.11	17,893,800	0.75	28.22	20,872,033	0.88	32.92
Ohio	69,564,051	3.09	6.09	73,767,400	3.09	6.46	86,071,331	3.61	7.54	73,332,172	3.09	6.42
Oklahoma	32,990,243	1.47	9.44	34,985,282	1.47	10.01	26,328,831	1.10	7.54	34,778,869	1.47	9.95
Oregon	33,118,279	1.47	9.40	35,121,286	1.47	9.97	26,538,341	1.11	7.54	34,914,071	1.47	9.91
Pennsylvania	73,776,873	3.28	5.98	78,237,888	3.28	6.34	92,957,961	3.90	7.54	77,776,284	3.28	6.31
Puerto Rico	34,672,558	1.54	8.99	36,771,336	1.54	9.53	29,080,186	1.22	7.54	36,554,385	1.54	9.47
Rhode Island	21,811,393	0.97	20.39	23,126,966	0.97	21.62	17,893,800	0.75	16.73	22,990,517	0.97	21.49
South Carolina	35,822,899	1.59	8.72	37,986,413	1.59	9.25	30,951,969	1.30	7.54	37,762,293	1.59	9.19
South Dakota	20,383,529	0.91	26.78	21,616,971	0.91	28.40	17,893,800	0.75	23.51	21,489,431	0.91	28.24
Tennessee	43,615,678	1.94	7.52	46,254,524	1.94	7.98	43,688,706	1.83	7.54	45,981,623	1.94	7.93
Texas	117,336,533	5.21	5.39	124,442,489	5.22	5.71	164,134,537	6.88	7.54	123,708,279	5.22	5.68
Utah	27,559,821	1.22	11.90	29,225,079	1.22	12.62	17,893,800	0.75	7.73	29,052,651	1.22	12.54
Vermont	19,717,833	0.88	31.98	20,910,209	0.88	33.91	17,893,800	0.75	29.02	20,786,839	0.88	33.71
Virginia	50,519,813	2.25	6.93	53,574,294	2.25	7.35	54,964,556	2.30	7.54	53,258,206	2.25	7.30
Washington	44,867,888	1.99	7.39	47,583,733	1.99	7.84	45,736,306	1.92	7.54	47,302,989	1.99	7.79
West Virginia	25,184,225	1.12	13.98	26,708,683	1.12	14.82	17,893,800	0.75	9.93	26,551,102	1.12	14.74
Wisconsin	41,973,343	1.87	7.71	44,512,494	1.87	8.18	41,005,169	1.72	7.54	44,249,870	1.87	8.13
Wyoming	19,175,823	0.85	38.45	20,333,488	0.85	40.77	17,893,800	0.75	35.88	20,213,521	0.85	40.53
American Samoa	5,889,621	0.26	102.80	6,244,871	0.26	109.00	5,964,600	0.25	104.11	18,066,844	0.76	315.35
Guam	6,463,941	0.29	41.76	6,721,916	0.28	43.42	5,964,600	0.25	38.53	18,541,075	0.78	119.77
No. Mariana Islands	6,080,025	0.27	87.83	6,303,234	0.26	91.06	5,964,600	0.25	86.17	18,124,862	0.76	261.84
U.S. Virgin Islands	6,309,908	0.28	58.10	6,495,937	0.27	59.81	5,964,600	0.25	54.92	18,316,429	0.77	168.64

SOURCES: Conference report to accompany the Homeland Security Appropriations Act, Fiscal Year 2004 (H. Rept. 108-280); conference report to accompany the Consolidated Appropriations Act, 2004 (H. Rept. 108-401); U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002. Allocation formula from Sec. 101.4 of the USA Patriot Act of 2001, Public Law 107-56, October 26, 2001.

NOTES: Puerto Rico and the District of Columbia are treated as states and are subject to the 0.75 percent guarantee. Territories (U.S. Virgin Islands, Guam, American Samoa, and Northern Mariana Islands) are allocated 1 percent of funding. Intercensal estimates of territory population unavailable; 2000 population deemed unchanged for four territories. Right columns show allocations after 0.59 percent across-the-board spending cut if the fiscal year 2004 omnibus appropriations conference report is enacted.

Table D.2a

**Homeland Security: ODP Grant Allocations Using USA Patriot Act 40/60 Formula, Fiscal Year 2004, as Enacted by 2004 Homeland Security Appropriations Bill (announced by DHS on November 3, 2003)**

	State Grants (\$)	Law Enforcement (\$)	Citizen Corps (\$)	Total Grants (\$)	Grants per Capita (\$)	% of Grants	% of Population	Population (7/1/2002)
United States	1,685,000,000	500,000,000	35,000,000	2,220,000,000	7.59	100.00	100.00	292,617,433
Alabama	28,138,000	8,350,000	584,000	37,072,000	8.26	1.67	1.53	4,486,508
Alaska	14,862,000	4,410,000	309,000	19,581,000	30.42	0.88	0.22	643,786
Arizona	31,490,000	9,344,000	654,000	41,488,000	7.60	1.87	1.86	5,456,453
Arkansas	22,001,000	6,529,000	457,000	28,987,000	10.70	1.31	0.93	2,710,079
California	133,964,000	39,752,000	2,783,000	176,499,000	5.03	7.95	12.00	35,116,033
Colorado	28,208,000	8,370,000	586,000	37,164,000	8.25	1.67	1.54	4,506,542
Connecticut	24,594,000	7,298,000	511,000	32,403,000	9.36	1.46	1.18	3,460,503
Delaware	15,427,000	4,578,000	320,000	20,325,000	25.17	0.92	0.28	807,385
District of Columbia	14,610,000	4,335,000	303,000	19,248,000	33.72	0.87	0.20	570,898
Florida	70,382,000	20,885,000	1,462,000	92,729,000	5.55	4.18	5.71	16,713,149
Georgia	42,214,000	12,526,000	877,000	55,617,000	6.50	2.51	2.93	8,560,310
Hawaii	16,939,000	5,026,000	352,000	22,317,000	17.93	1.01	0.43	1,244,898
Idaho	17,271,000	5,125,000	359,000	22,755,000	16.97	1.03	0.46	1,341,131
Illinois	56,173,000	16,669,000	1,167,000	74,009,000	5.87	3.33	4.31	12,600,620
Indiana	33,917,000	10,065,000	704,000	44,686,000	7.26	2.01	2.10	6,159,068
Iowa	22,784,000	6,761,000	473,000	30,018,000	10.22	1.35	1.00	2,936,760
Kansas	22,021,000	6,534,000	457,000	29,012,000	10.68	1.31	0.93	2,715,884
Kentucky	26,779,000	7,946,000	556,000	35,281,000	8.62	1.59	1.40	4,092,891
Louisiana	28,125,000	8,346,000	584,000	37,055,000	8.27	1.67	1.53	4,482,646
Maine	17,110,000	5,077,000	355,000	22,542,000	17.41	1.02	0.44	1,294,464
Maryland	31,495,000	9,346,000	654,000	41,495,000	7.60	1.87	1.87	5,458,137
Massachusetts	34,846,000	10,340,000	724,000	45,910,000	7.14	2.07	2.20	6,427,801
Michigan	47,362,000	14,054,000	984,000	62,400,000	6.21	2.81	3.43	10,050,446
Minnesota	29,981,000	8,896,000	623,000	39,500,000	7.87	1.78	1.72	5,019,720
Mississippi	22,560,000	6,694,000	469,000	29,723,000	10.35	1.34	0.98	2,871,782
Missouri	32,236,000	9,556,000	670,000	42,472,000	7.49	1.91	1.94	5,672,579
Montana	15,780,000	4,682,000	328,000	20,790,000	22.86	0.94	0.31	909,453
Nebraska	18,612,000	5,523,000	387,000	24,522,000	14.18	1.10	0.59	1,729,180
Nevada	20,147,000	5,978,000	418,000	26,543,000	12.21	1.20	0.74	2,173,491
New Hampshire	17,043,000	5,057,000	354,000	22,454,000	17.61	1.01	0.44	1,275,056
New Jersey	42,317,000	12,557,000	879,000	55,753,000	6.49	2.51	2.94	8,590,300
New Mexico	19,047,000	5,652,000	396,000	25,095,000	13.53	1.13	0.63	1,855,059
New York	78,827,000	23,391,000	1,637,000	103,855,000	5.42	4.68	6.55	19,157,532
North Carolina	41,384,000	12,280,000	860,000	54,524,000	6.55	2.46	2.84	8,320,146

Table D.2a (continued)

	State Grants (\$)	Law Enforcement (\$)	Citizen Corps (\$)	Total Grants (\$)	Grants per Capita (\$)	% of Grants	% of Population	Population (7/1/2002)
North Dakota	14,828,000	4,400,000	308,000	19,536,000	30.81	0.88	0.22	634,110
Ohio	52,098,000	15,459,000	1,082,000	68,639,000	6.01	3.09	3.90	11,421,267
Oklahoma	24,708,000	7,332,000	513,000	32,553,000	9.32	1.47	1.19	3,493,714
Oregon	24,804,000	7,360,000	515,000	32,679,000	9.28	1.47	1.20	3,521,515
Pennsylvania	55,255,000	16,396,000	1,148,000	72,799,000	5.90	3.28	4.22	12,335,091
Puerto Rico	25,970,000	7,706,000	539,000	34,215,000	8.87	1.54	1.32	3,858,806
Rhode Island	16,333,000	4,847,000	339,000	21,519,000	20.12	0.97	0.37	1,069,725
South Carolina	26,828,000	7,961,000	557,000	35,346,000	8.61	1.59	1.40	4,107,183
South Dakota	15,267,000	4,530,000	317,000	20,114,000	26.43	0.91	0.26	761,063
Tennessee	32,667,000	9,694,000	679,000	43,040,000	7.42	1.94	1.98	5,797,289
Texas	87,888,000	26,079,000	1,826,000	115,793,000	5.32	5.22	7.44	21,779,893
Utah	20,640,000	6,125,000	429,000	27,194,000	11.74	1.22	0.79	2,316,256
Vermont	14,768,000	4,382,000	307,000	19,457,000	31.56	0.88	0.21	616,592
Virginia	37,837,000	11,228,000	786,000	49,851,000	6.83	2.25	2.49	7,293,542
Washington	33,606,000	9,972,000	698,000	44,276,000	7.30	1.99	2.07	6,068,996
West Virginia	18,863,000	5,597,000	392,000	24,852,000	13.79	1.12	0.62	1,801,873
Wisconsin	31,437,000	9,329,000	653,000	41,419,000	7.61	1.87	1.86	5,441,196
Wyoming	14,360,000	4,261,000	298,000	18,919,000	37.94	0.85	0.17	498,703
American Samoa	4,410,000	1,309,000	92,000	5,811,000	37.54	0.26	0.05	154,805
Guam	4,747,000	1,409,000	99,000	6,255,000	90.36	0.28	0.02	69,221
No. Mariana Islands	4,452,000	1,321,000	92,000	5,865,000	54.00	0.26	0.04	108,612
U.S. Virgin Islands	4,588,000	1,361,000	95,000	6,044,000	105.50	0.27	0.02	57,291

SOURCES: [http://www.dhs.gov/interweb/assetlibrary/FY04\\_State\\_Grants.PDF](http://www.dhs.gov/interweb/assetlibrary/FY04_State_Grants.PDF); U.S. Census Bureau, State Population Estimates: April 1, 2000 to July 1, 2002, Table ST-EST2002-01, December 20, 2002.

Table D.2b

Homeland Security: ODP Grant Allocations Using USA Patriot Act 40/60 Formula, Fiscal Year 2004, If Reduced by 0.59 Percent Across-the-Board Spending Cut Proposed in 2004 Omnibus Appropriations Conference Report  
(as announced by DHS on November 3, 2003)

	State Grants (\$)	Law Enforcement Grants (\$)	Citizen Corps Grants (\$)	Total Grants (\$)	\$ per Capita	% of Grants	% of Population	Population (7/1/2002)
United States	1,675,058,500	497,050,000	34,793,500	2,206,902,000	7.54	100.00	100.00	292,617,433
Alabama	27,971,986	8,300,735	580,554	36,853,275	8.21	1.67	1.53	4,486,508
Alaska	14,774,314	4,383,981	307,177	19,465,472	30.24	0.88	0.22	643,786
Arizona	31,304,209	9,288,870	650,141	41,243,221	7.56	1.87	1.86	5,456,453
Arkansas	21,871,194	6,490,479	454,304	28,815,977	10.63	1.31	0.93	2,710,079
California	133,173,612	39,517,463	2,766,580	175,457,656	5.00	7.95	12.00	35,116,033
Colorado	28,041,573	8,320,617	582,543	36,944,732	8.20	1.67	1.54	4,506,542
Connecticut	24,448,895	7,254,942	507,985	32,211,822	9.31	1.46	1.18	3,460,503
Delaware	15,335,981	4,550,990	318,112	20,205,083	25.03	0.92	0.28	807,385
District of Columbia	14,523,801	4,309,424	301,212	19,134,437	33.52	0.87	0.20	570,898
Florida	69,966,746	20,761,779	1,453,374	92,181,899	5.52	4.18	5.71	16,713,149
Georgia	41,964,937	12,452,097	871,826	55,288,860	6.46	2.51	2.93	8,560,310
Hawaii	16,839,060	4,996,347	349,923	22,185,330	17.82	1.01	0.43	1,244,898
Idaho	17,169,101	5,094,763	356,882	22,620,746	16.87	1.03	0.46	1,341,131
Illinois	55,841,579	16,570,653	1,160,115	73,572,347	5.84	3.33	4.31	12,600,620
Indiana	33,716,890	10,005,617	699,846	44,422,353	7.21	2.01	2.10	6,159,068
Iowa	22,649,574	6,721,110	470,209	29,840,894	10.16	1.35	1.00	2,936,760
Kansas	21,891,076	6,495,449	454,304	28,840,829	10.62	1.31	0.93	2,715,884
Kentucky	26,621,004	7,899,119	552,720	35,072,842	8.57	1.59	1.40	4,092,891
Louisiana	27,959,063	8,296,759	580,554	36,836,376	8.22	1.67	1.53	4,482,646
Maine	17,009,051	5,047,046	352,906	22,409,002	17.31	1.02	0.44	1,294,464
Maryland	31,309,180	9,290,859	650,141	41,250,180	7.56	1.87	1.87	5,458,137
Massachusetts	34,640,409	10,278,994	719,728	45,639,131	7.10	2.07	2.20	6,427,801
Michigan	47,082,564	13,971,081	978,194	62,031,840	6.17	2.81	3.43	10,050,446
Minnesota	29,804,112	8,843,514	619,324	39,266,950	7.82	1.78	1.72	5,019,720
Mississippi	22,426,896	6,654,505	466,233	29,547,634	10.29	1.34	0.98	2,871,782
Missouri	32,045,808	9,499,620	666,047	42,221,415	7.44	1.91	1.94	5,672,579
Montana	15,686,898	4,654,376	326,065	20,667,339	22.73	0.94	0.31	909,453
Nebraska	18,502,189	5,490,414	384,717	24,377,320	14.10	1.10	0.59	1,729,180
Nevada	20,028,133	5,942,730	415,534	26,386,396	12.14	1.20	0.74	2,173,491
New Hampshire	16,942,446	5,027,164	351,911	22,321,521	17.51	1.01	0.44	1,275,056

Table D.2b (continued)

	State Grants (\$)	Law Enforcement Grants (\$)	Citizen Corps Grants (\$)	Total Grants (\$)	\$ per Capita	% of Grants	% of Population	Population (7/1/2002)
New Jersey	42,067,330	12,482,914	873,814	55,424,057	6.45	2.51	2.94	8,590,300
New Mexico	18,934,623	5,618,653	393,664	24,946,940	13.45	1.13	0.63	1,855,059
New York	78,361,921	23,252,993	1,627,342	103,242,256	5.39	4.68	6.55	19,157,532
North Carolina	41,139,834	12,207,548	854,926	54,202,308	6.51	2.46	2.84	8,320,146
North Dakota	14,740,515	4,374,040	306,183	19,420,738	30.63	0.88	0.22	634,110
Ohio	51,790,622	15,367,792	1,075,616	68,234,030	5.97	3.09	3.90	11,421,267
Oklahoma	24,562,223	7,288,741	509,973	32,360,937	9.26	1.47	1.19	3,493,714
Oregon	24,657,656	7,316,576	511,962	32,486,194	9.23	1.47	1.20	3,521,515
Pennsylvania	54,928,996	16,299,264	1,141,227	72,369,486	5.87	3.28	4.22	12,335,091
Puerto Rico	25,816,777	7,660,535	535,820	34,013,132	8.81	1.54	1.32	3,858,806
Rhode Island	16,236,635	4,818,403	337,000	21,392,038	20.00	0.97	0.37	1,069,725
South Carolina	26,669,715	7,914,030	553,714	35,137,459	8.56	1.59	1.40	4,107,183
South Dakota	15,176,925	4,503,273	315,130	19,995,327	26.27	0.91	0.26	761,063
Tennessee	32,474,265	9,636,805	674,994	42,786,064	7.38	1.94	1.98	5,797,289
Texas	87,369,461	25,925,134	1,815,227	115,109,821	5.29	5.22	7.44	21,779,893
Utah	20,518,224	6,088,863	426,469	27,033,555	11.67	1.22	0.79	2,316,256
Vermont	14,680,869	4,356,146	305,189	19,342,204	31.37	0.88	0.21	616,592
Virginia	37,613,762	11,161,755	781,363	49,556,879	6.79	2.25	2.49	7,293,542
Washington	33,407,725	9,913,165	693,882	44,014,772	7.25	1.99	2.07	6,068,996
West Virginia	18,751,708	5,563,978	389,687	24,705,373	13.71	1.12	0.62	1,801,873
Wisconsin	31,251,522	9,273,959	649,147	41,174,628	7.57	1.87	1.86	5,441,196
Wyoming	14,275,276	4,235,860	296,242	18,807,378	37.71	0.85	0.17	498,703
American Samoa	4,383,981	1,301,277	91,457	5,776,715	37.32	0.26	0.05	154,805
Guam	4,718,993	1,400,687	98,416	6,218,096	89.83	0.28	0.02	69,221
No. Mariana Islands	4,425,733	1,313,206	91,457	5,830,397	53.68	0.26	0.04	108,612
U.S. Virgin Islands	4,560,931	1,352,970	94,440	6,008,340	104.87	0.27	0.02	57,291

SOURCES: Department of Homeland Security, funding announcement, November 3, 2003, [http://www.dhs.gov/interweb/assetlibrary/FY04\\_State\\_Grants.PDF](http://www.dhs.gov/interweb/assetlibrary/FY04_State_Grants.PDF); conference report to accompany the Consolidated Appropriations Act, 2004 (H. Rept. 108-401); U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, December 20, 2002.

Table D.3a

Homeland Security: ODP Formula, High-Threat Urban, Mass Transit, and Port Security Grant Allocations, Fiscal Year 2004, As Enacted by 2004 Homeland Security Appropriations Bill (announced by DHS on November 3, November 13, and December 10, 2003)

	Formula Grants (\$)	Formula Grants \$ per Capita	Urban Grants (\$)	Mass Transit Grants (\$)	Port Security Grants (\$)	Total Grants Announced to Date (\$)	Total Grants \$ per Capita
United States	2,220,000,000	7.59	675,000,000	50,000,000	179,025,900	3,124,025,900	10.68
Alabama	37,072,000	8.26	0	0	1,098,571	38,170,571	8.51
Alaska	19,581,000	30.42	0	0	758,569	20,339,569	31.59
Arizona	41,488,000	7.60	12,200,204	0	0	53,688,204	9.84
Arkansas	28,987,000	10.70	0	0	0	28,987,000	10.70
California	176,499,000	5.03	135,708,491	6,805,266	33,704,614	352,717,371	10.04
Colorado	37,164,000	8.25	8,646,361	0	0	45,810,361	10.17
Connecticut	32,403,000	9.36	9,632,961	800,000	3,825,565	46,661,526	13.48
Delaware	20,325,000	25.17	0	0	0	20,325,000	25.17
District of Columbia	19,248,000	33.72	29,301,502	2,809,313	0	51,358,815	89.96
Florida	92,729,000	5.55	37,187,212	1,600,000	7,625,747	139,141,959	8.33
Georgia	55,617,000	6.50	10,744,248	1,491,848	4,237,611	72,090,707	8.42
Hawaii	22,317,000	17.93	0	0	4,247,966	26,564,966	21.34
Idaho	22,755,000	16.97	0	0	0	22,755,000	16.97
Illinois	74,009,000	5.87	34,142,222	5,519,029	6,916,500	120,586,751	9.57
Indiana	44,686,000	7.26	10,151,880	800,000	353,760	55,991,640	9.09
Iowa	30,018,000	10.22	0	0	51,600	30,069,600	10.24
Kansas	29,012,000	10.68	0	0	221,540	29,233,540	10.76
Kentucky	35,281,000	8.62	8,987,662	0	1,439,578	45,708,240	11.17
Louisiana	37,055,000	8.27	14,346,633	0	23,552,896	74,954,529	16.72
Maine	22,542,000	17.41	0	0	836,403	23,378,403	18.06
Maryland	41,495,000	7.60	15,918,745	1,837,753	5,586,150	64,837,648	11.88
Massachusetts	45,910,000	7.14	19,131,723	3,726,559	3,005,829	71,774,111	11.17
Michigan	62,400,000	6.21	13,754,597	0	897,263	77,051,860	7.67
Minnesota	39,500,000	7.87	20,108,247	0	813,100	60,421,347	12.04
Mississippi	29,723,000	10.35	0	0	2,245,740	31,968,740	11.13
Missouri	42,472,000	7.49	24,080,699	0	158,800	66,711,499	11.76
Montana	20,790,000	22.86	0	0	0	20,790,000	22.86
Nebraska	24,522,000	14.18	0	0	0	24,522,000	14.18
Nevada	26,543,000	12.21	10,531,025	0	0	37,074,025	17.06
New Hampshire	22,454,000	17.61	0	0	1,355,000	23,809,000	18.67



Table D.3a (continued)

	Formula Grants (\$)	Formula Grants \$ per Capita	Urban Grants (\$)	Mass Transit Grants (\$)	Port Security Grants (\$)	Total Grants Announced to Date (\$)	Total Grants \$ per Capita
New Jersey	55,753,000	6.49	32,166,412	0	5,129,950	93,049,362	10.83
New Mexico	25,095,000	13.53	0	0	0	25,095,000	13.53
New York	103,855,000	5.42	63,956,401	17,484,581	6,699,713	191,995,695	10.02
North Carolina	54,524,000	6.55	7,404,955	0	3,224,114	65,153,069	7.83
North Dakota	19,536,000	30.81	0	0	0	19,536,000	30.81
Ohio	68,639,000	6.01	31,919,279	800,000	3,100,127	104,458,406	9.15
Oklahoma	32,553,000	9.32	0	0	0	32,553,000	9.32
Oregon	32,679,000	9.28	8,161,143	0	1,299,720	42,139,863	11.97
Pennsylvania	72,799,000	5.90	35,057,238	3,925,651	1,830,700	113,612,589	9.21
Puerto Rico	34,215,000	8.87	0	0	3,585,870	37,800,870	9.80
Rhode Island	21,519,000	20.12	0	0	1,498,563	23,017,563	21.52
South Carolina	35,346,000	8.61	0	0	5,225,019	40,571,019	9.88
South Dakota	20,114,000	26.43	0	0	0	20,114,000	26.43
Tennessee	43,040,000	7.42	10,067,477	0	768,285	53,875,762	9.29
Texas	115,793,000	5.32	38,455,299	800,000	31,960,813	187,009,112	8.59
Utah	27,194,000	11.74	0	0	0	27,194,000	11.74
Vermont	19,457,000	31.56	0	0	0	19,457,000	31.56
Virginia	49,851,000	6.83	6,543,378	800,000	1,681,280	58,875,658	8.07
Washington	44,276,000	7.30	16,516,007	800,000	6,756,192	68,348,199	11.26
West Virginia	24,852,000	13.79	0	0	565,000	25,417,000	14.11
Wisconsin	41,419,000	7.61	10,177,999	0	0	51,596,999	9.48
Wyoming	18,919,000	37.94	0	0	0	18,919,000	37.94
American Samoa	5,811,000	37.54	0	0	0	5,811,000	37.54
Guam	6,255,000	90.36	0	0	518,900	6,773,900	97.86
No. Mariana Islands	5,865,000	54.00	0	0	1,379,577	7,244,577	66.70
U.S. Virgin Islands	6,044,000	105.50	0	0	869,275	6,913,275	120.67

SOURCES: DHS 2004 first responder grant announcement, November 3, 2003, [http://www.dhs.gov/interweb/assetlibrary/FY04\\_State\\_Grants.PDF](http://www.dhs.gov/interweb/assetlibrary/FY04_State_Grants.PDF); DHS 2004 UASI grant announcement, November 13, 2003, [http://www.dhs.gov/interweb/assetlibrary/UASI\\_FY04\\_Allocations.doc](http://www.dhs.gov/interweb/assetlibrary/UASI_FY04_Allocations.doc); DHS 2004 port security grant announcement, December 10, 2003, [http://www.dhs.gov/interweb/assetlibrary/Port\\_Security\\_Spreadsheet.xls](http://www.dhs.gov/interweb/assetlibrary/Port_Security_Spreadsheet.xls); U.S. Census Bureau, *State Population Estimates: April 1, 2000 to July 1, 2002*, Table ST-EST2002-01, Washington, D.C., December 20, 2002.

Table D.3b

Homeland Security: ODP Formula, High-Threat Urban, and Mass Transit Grant Allocations, Fiscal Year 2004 (as announced by DHS on November 3, November 13, and December 10, 2003) If Reduced by 0.59 Percent Across-the-Board Spending Cut Proposed in 2004 Omnibus Appropriations Conference Report

	Formula Grants (\$)	\$ per Capita	Urban Grants (\$)	Mass Transit (\$)	Port Security (\$)	Total Grants Announced to Date (\$)	Total per Capita (\$)
United States	2,206,902,000	7.59	675,000,000	50,000,000	177,969,647	3,105,594,147	10.61
Alabama	36,853,275	8.26	0	0	1,092,089	37,945,365	8.46
Alaska	19,465,472	30.42	0	0	754,093	20,219,566	31.41
Arizona	41,243,221	7.60	12,128,223	0	0	53,371,444	9.78
Arkansas	28,815,977	10.70	0	0	0	28,815,977	10.63
California	175,457,656	5.03	134,907,811	6,765,115	33,505,757	350,636,338	9.99
Colorado	36,944,732	8.25	8,595,347	0	0	45,540,080	10.11
Connecticut	32,211,822	9.36	9,576,127	795,280	3,802,994	46,386,223	13.40
Delaware	20,205,083	25.17	0	0	0	20,205,083	25.03
District of Columbia	19,134,437	33.72	29,128,623	2,792,738	0	51,055,798	89.43
Florida	92,181,899	5.55	36,967,807	1,590,560	7,580,755	138,321,021	8.28
Georgia	55,288,860	6.50	10,680,857	1,483,046	4,212,609	71,665,372	8.37
Hawaii	22,185,330	17.93	0	0	4,222,903	26,408,233	21.21
Idaho	22,620,746	16.97	0	0	0	22,620,746	16.87
Illinois	73,572,347	5.87	33,940,783	5,486,467	6,875,693	119,875,290	9.51
Indiana	44,422,353	7.26	10,091,984	795,280	351,673	55,661,289	9.04
Iowa	29,840,894	10.22	0	0	51,296	29,892,189	10.18
Kansas	28,840,829	10.68	0	0	220,233	29,061,062	10.70
Kentucky	35,072,842	8.62	8,934,635	0	1,431,084	45,438,561	11.10
Louisiana	36,836,376	8.27	14,261,988	0	23,413,934	74,512,297	16.62
Maine	22,409,002	17.41	0	0	831,468	23,240,470	17.95
Maryland	41,250,180	7.60	15,824,824	1,826,910	5,553,192	64,455,106	11.81
Massachusetts	45,639,131	7.14	19,018,846	3,704,572	2,988,095	71,350,643	11.10
Michigan	62,031,840	6.21	13,673,445	0	891,969	76,597,254	7.62
Minnesota	39,266,950	7.87	19,989,608	0	808,303	60,064,861	11.97
Mississippi	29,547,634	10.35	0	0	2,232,490	31,780,124	11.07
Missouri	42,221,415	7.49	23,938,623	0	157,863	66,317,901	11.69
Montana	20,667,339	22.86	0	0	0	20,667,339	22.73
Nebraska	24,377,320	14.18	0	0	0	24,377,320	14.10
Nevada	26,386,396	12.21	10,468,892	0	0	36,855,288	16.96

Table D.3b (continued)

	Formula Grants (\$)	\$ per Capita	Urban Grants (\$)	Mass Transit (\$)	Port Security (\$)	Total Grants Announced to Date (\$)	Total per Capita (\$)
New Hampshire	22,321,521	17.61	0	0	1,347,006	23,668,527	18.56
New Jersey	55,424,057	6.49	31,976,630	0	5,099,683	92,500,371	10.77
New Mexico	24,946,940	13.53	0	0	0	24,946,940	13.45
New York	103,242,256	5.42	63,579,058	17,381,422	6,660,185	190,862,921	9.96
North Carolina	54,202,308	6.55	7,361,266	0	3,205,092	64,768,666	7.78
North Dakota	19,420,738	30.81	0	0	0	19,420,738	30.63
Ohio	68,234,030	6.01	31,730,955	795,280	3,081,836	103,842,101	9.09
Oklahoma	32,360,937	9.32	0	0	0	32,360,937	9.26
Oregon	32,486,194	9.28	8,112,992	0	1,292,052	41,891,238	11.90
Pennsylvania	72,369,486	5.90	34,850,400	3,902,490	1,819,899	112,942,275	9.16
Puerto Rico	34,013,132	8.87	0	0	3,564,713	37,577,845	9.74
Rhode Island	21,392,038	20.12	0	0	1,489,721	22,881,759	21.39
South Carolina	35,137,459	8.61	0	0	5,194,191	40,331,650	9.82
South Dakota	19,995,327	26.43	0	0	0	19,995,327	26.27
Tennessee	42,786,064	7.42	10,008,079	0	763,752	53,557,895	9.24
Texas	115,109,821	5.32	38,228,413	795,280	31,772,244	185,905,758	8.54
Utah	27,033,555	11.74	0	0	0	27,033,555	11.67
Vermont	19,342,204	31.56	0	0	0	19,342,204	31.37
Virginia	49,556,879	6.83	6,504,772	795,280	1,671,360	58,528,292	8.02
Washington	44,014,772	7.30	16,418,563	795,280	6,716,330	67,944,945	11.20
West Virginia	24,705,373	13.79	0	0	561,667	25,267,040	14.02
Wisconsin	41,174,628	7.61	10,117,949	0	0	51,292,577	9.43
Wyoming	18,807,378	37.94	0	0	0	18,807,378	37.71
American Samoa	5,776,715	37.54	0	0	0	5,776,715	37.32
Guam	6,218,096	90.36	0	0	515,838	6,733,934	97.28
No. Mariana Islands	5,830,397	54.00	0	0	1,371,437	7,201,834	66.31
Virgin Islands	6,008,340	105.50	0	0	864,146	6,872,487	119.96

SOURCE: Department of Homeland Security, funding announcements, November 3, 2003, and November 13, 2003, [http://www.dhs.gov/interweb/assetlibrary/FY04\\_State\\_Grants.PDF](http://www.dhs.gov/interweb/assetlibrary/FY04_State_Grants.PDF); conference report to accompany the Consolidated Appropriations Act, 2004 (H. Rept. 108-401); U.S. Census Bureau, State Population Estimates: April 1, 2000 to July 1, 2002, Table ST-EST2002-01, December 20, 2002, [http://www.dhs.gov/interweb/assetlibrary/FY04\\_State\\_Grants.PDF](http://www.dhs.gov/interweb/assetlibrary/FY04_State_Grants.PDF) and [http://www.dhs.gov/interweb/assetlibrary/UASL\\_FY04\\_Allocations.doc](http://www.dhs.gov/interweb/assetlibrary/UASL_FY04_Allocations.doc).



# Appendix E

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## Homeland Security: Federal Grants and Redistributions Within California, Fiscal Years 2003 and 2004

Table E.1

**Homeland Security: Grants Redistributions Within California, State and Local  
Homeland Security Formula Grants (as of August 4, 2003)**

	Amount (\$)
<b>State Agency Funds Distribution</b>	
<b>State Agency</b>	
Highway Patrol	8,958,080
National Guard	5,336,802
Forestry and Fire Protection	3,186,428
Health Services	1,170,291
Food and Agriculture	104,992
Environmental Protection Agency	161,000
Governor's Office of Emergency Services (Grant Administration and State Strategy)	1,753,407
<b>Subtotal</b>	<b>20,671,000</b>
<b>Local Agency Funds Distribution</b>	
<b>County</b>	
Alameda	3,403,913
Alpine	52,712
Amador	131,886
Butte	521,659
Calaveras	145,157
Colusa	94,171
Contra Costa	2,280,637
Del Norte	112,373
El Dorado	421,997
Fresno	1,936,458
Glenn	110,636
Humboldt	337,734
Imperial	388,350
Inyo	91,179
Kern	1,625,646
Kings	355,197
Lake	187,411
Lassen	128,345
Los Angeles	22,421,072
Madera	343,989
Marin	611,335
Mariposa	89,116
Mendocino	247,722
Merced	554,622
Modoc	70,926
Mono	79,870
Monterey	982,167
Napa	340,974
Nevada	264,702
Orange	6,727,564
Placer	667,757
Plumas	96,783
Riverside	3,873,364
Sacramento	2,985,940
San Benito	176,226
San Bernardino	4,159,003
San Diego	6,689,008
San Francisco	1,824,467
San Joaquin	1,425,122
San Luis Obispo	624,303
San Mateo	1,657,276

Table E.1 (continued)

	Amount (\$)
Santa Barbara	969,703
Santa Clara	3,927,836
Santa Cruz	632,373
Shasta	435,615
Sierra	57,891
Siskiyou	149,528
Solano	973,380
Sonoma	1,109,446
Stanislaus	1,129,609
Sutter	236,615
Tehama	179,241
Trinity	79,814
Tulare	915,882
Tuolumne	176,674
Ventura	1,824,243
Yolo	456,518
Yuba	190,863
Subtotal	82,684,000
Total	103,355,000

SOURCE: [\\_http://www.governor.ca.gov/state/govsite/gov\\_htmldisplay.jsp?BV\\_SessionID=@@@@1519845839.1062440442@@@&BV\\_EngineID=eadciedlghkhbemgcfkmchcog.0&iOID=51640&sTitle=GOVERNOR+DAVIS+ANNOUNCES+\\$119+MILLION+FOR+HOMELAND+SECURITY+08%2f04%2f2003&sFilePath=/govsite/press\\_release/2003\\_08/20030804\\_PRO3344\\_HOMELAND\\_SEC\\_FUNDS.html&sCatTitle=Press+Release](http://www.governor.ca.gov/state/govsite/gov_htmldisplay.jsp?BV_SessionID=@@@@1519845839.1062440442@@@&BV_EngineID=eadciedlghkhbemgcfkmchcog.0&iOID=51640&sTitle=GOVERNOR+DAVIS+ANNOUNCES+$119+MILLION+FOR+HOMELAND+SECURITY+08%2f04%2f2003&sFilePath=/govsite/press_release/2003_08/20030804_PRO3344_HOMELAND_SEC_FUNDS.html&sCatTitle=Press+Release).

Table E.2

**Homeland Security: Grant Redistributions Within California, Critical Infrastructure Protection Grants, Overtime Amounts (announced on August 4, 2003)**

State Applicant		Amount (\$)
<b>State Agency Funds Distribution</b>		
	22nd District Agricultural Association/CDF&A	7,133
	Berkeley, University of California, PD	18,312
	California Highway Patrol	6,942,120
	Chico, California State University, PD	3,666
	Davis, University of California, PD	15,829
	Department of Transportation	124,399
	Fresno, California State University, PD	2,004
	Humboldt State University PD	4,585
	Irvine, University of California, PD	5,478
	Military Department	587,213
	Northridge, California State University	26,217
	Pomona, California State Polytechnic University, PD	9,412
	San Diego, University of California	1,672
	San Francisco State University PD	39,041
	San Francisco, University of California, PD	18,569
	San Jose State University PD	13,960
	Santa Barbara, University of California, PD	9,181
	Sonoma State University	2,818
	Stephen P. Teale Data Center	6,887
	Office of Emergency Services	111,504
	<b>Subtotal</b>	<b>7,950,000</b>
County	Local Applicant	Amount (\$)
<b>Local Agency Funds Distribution</b>		
Alameda	Oakland, City of	424,243
Contra Costa	Concord, City of, PD	51,023
Contra Costa	Richmond PD	7,478
Contra Costa	San Ramon Valley FPD	7,142
Fresno	Fresno, City of, PD	17,193
Humboldt	Eureka PD	5,876
Imperial	Calexico, City of, PD	7,088
Imperial	Imperial County Airport	7,053
Imperial	Imperial County Sheriff	23,638
Inyo	Bishop PD	14,490
Inyo	Inyo County	6,252
Kern	Kern County Sheriff's Dept.	8,824
Los Angeles	Alhambra, City of, PD	14,282
Los Angeles	Beverly Hills, City of, PD	61,089
Los Angeles	Burbank, City of, PD	43,744
Los Angeles	Glendale, City of	40,563



Table E.2 (continued)

County	Local Applicant	Amount (\$)
Los Angeles	Glendora, City of	1,233
Los Angeles	Long Beach Unified School District	4,387
Los Angeles	Long Beach, City of	150,775
Los Angeles	Long Beach Harbor Department—Security Division	41,423
Los Angeles	Los Angeles County	85,875
Los Angeles	Los Angeles, City of	1,364,094
Los Angeles	Mountains Recreation and Conservation Authority	9,231
Los Angeles	Torrance, City of, PD	38,352
Los Angeles	West Covina, City of	102,989
Marin	Marin Municipal Water District	9,808
Orange	Anaheim, City of	141,058
Orange	Costa Mesa, City of, PD	652
Orange	Fullerton, City of, PD	55,182
Orange	Orange County Sheriff's Department	301,083
Orange	Santa Ana, City of, PD	13,027
Riverside	Palm Springs City—International Airport	4,582
San Diego	El Cajon, City of, PD	14,453
San Diego	North County Transit District	109,048
San Diego	San Diego Unified Port District Police	33,259
San Diego	San Diego, City of	218,447
San Francisco	San Francisco Bay Area Rapid Transit District	346,995
San Francisco	San Francisco, City and County	3,330,319
San Joaquin	Stockton, City of	6,135
San Mateo	Broadmoor Police Protection District	5,903
San Mateo	San Carlos, City of, PD	2,608
San Mateo	San Mateo County Sheriff's Department	53,554
San Mateo	San Mateo, City of, PD	32,126
Santa Barbara	Santa Barbara, City of	76,891
Santa Clara	Mountain View, City of, PD	1,164
Santa Clara	San Jose, City of	252,587
Santa Clara	Santa Clara County Sheriff	62,686
Shasta	Redding, City of	9,123
Stanislaus	Stanislaus County Sheriff	3,921
Tulare	Tulare County Sheriff's Department	220,633
Ventura	Ventura, County of	32,193
Yuba	Yuba County Operational Area	7,020
Subtotal		7,882,796
Total		15,832,797
Grand total		119,187,797

SOURCE: [http://www.governor.ca.gov/state/govsite/gov\\_htmldisplay.jsp?BV\\_SessionID=@@@@1519845839.1062440442@@@@&BV\\_EngineID=eacdiedlghkhbmgcfkmchcog.0&iOID=51640&sTitle=GOVERNOR+DAVIS+ANNOUNCES+\\$119+MILLION+FOR+HOMELAND+SECURITY+08%2f04%2f2003&sFilePath=/govsite/press\\_release/2003\\_08/20030804\\_PR03344\\_HOMELAND\\_SEC\\_FUNDS.html&sCatTitle=Press+Release](http://www.governor.ca.gov/state/govsite/gov_htmldisplay.jsp?BV_SessionID=@@@@1519845839.1062440442@@@@&BV_EngineID=eacdiedlghkhbmgcfkmchcog.0&iOID=51640&sTitle=GOVERNOR+DAVIS+ANNOUNCES+$119+MILLION+FOR+HOMELAND+SECURITY+08%2f04%2f2003&sFilePath=/govsite/press_release/2003_08/20030804_PR03344_HOMELAND_SEC_FUNDS.html&sCatTitle=Press+Release)

Table E.3

California Recipients of TSA Port Security Grants, Fiscal Year 2003

Grantee	City	Grant (\$)
Benicia Port Terminal Company	Benicia	20,000
Harbor Department of the City of Long Beach	Long Beach	9,820,000
City of Long Beach	Long Beach	200,163
Total Terminals International Pier T Long Beach	Long Beach	665,000
City of Los Angeles, Los Angeles Harbor Department	Los Angeles	800,000
Trans Pacific Container Service Corp.	Los Angeles	1,189,961
Pacific Harbor Line, Inc.	Los Angeles	95,000
Alameda Corridor Transportation Authority	Los Angeles	1,440,000
Vopak Terminal Los Angeles Inc.	Los Angeles	1,070,000
West Basin Container Terminal, Inc.	Los Angeles	1,246,000
Seaside Transportation Services, Port of Los Angeles	Los Angeles	1,754,650
Eagle Marine Services, Ltd.	Los Angeles/ Oakland	1,034,000
Shell Oil Products, U.S. Martinez Refinery	Martinez	200,000
Port of Oakland	Oakland	1,600,000
Total Terminals International Berth 55-56 Oakland	Oakland	476,000
Seaside Transportation Services, Port of Oakland	Oakland	376,000
Port of Redwood City	Redwood City	75,000
Port of Richmond	Richmond	91,000
San Diego Unified Port District	San Diego	1,435,750
Red and White Fleet	San Francisco	41,450
Port of San Francisco	San Francisco	3,375,000
Golden Gate Bridge, Highway and Transportation District	San Francisco	520,000
Stockton Port District	Stockton	336,204
California Ammonia Company	Stockton	150,000
City of Vallejo	Vallejo	500,000
California Total		28,511,178
U.S. Total		169,055,136
California as a % of U.S.		16.87

SOURCE: <http://www.tsa.gov/public/display?theme=40&content=90>.

NOTE: Differs from \$75 million in port security grants from the Office of Domestic Preparedness.

Table E.4  
Assistance to Firefighters Grant Program, Fiscal Year 2003 California Grantees, as of October 3, 2003

Fire Department Name	City	FEMA Grant Category	Federal Share (\$)	Date Award Announced
Alameda County Fire Department	San Leandro	Fire operations and firefighter safety	208,302	7/25/03
Alturas Rural Fire Protection District	Alturas	Firefighting vehicle	192,600	10/3/03
Amador Fire Protection District	Jackson	Fire operations and firefighter safety	85,562	8/8/03
American Canyon Fire Protection District	American Canyon	Fire operations and firefighter safety	45,450	7/25/03
Annapolis Volunteer Fire Department	Santa Rosa	Fire operations and firefighter safety	5,677	6/12/03
Antelope Volunteer Fire Company	Red Bluff	Emergency medical services	67,500	8/15/03
Beckwourth Fire Protection District	Beckwourth	Fire operations and firefighter safety	35,707	8/1/03
Beginnings Volunteer Fire Department	Redway	Fire operations and firefighter safety	48,960	6/27/03
Biggs Fire Department	Biggs	Fire operations and firefighter safety	27,383	6/19/03
Blue Lake Fire District	Blue Lake	Fire operations and firefighter safety	50,614	8/29/03
Bodega Bay Fire Protection District	Bodega Bay	Fire operations and firefighter safety	89,640	9/26/03
Butte County Fire Department	Oroville	Fire operations and firefighter safety	297,798	8/22/03
California City Fire Department	California City	Fire operations and firefighter safety	260,042	9/12/03
Camptonville Fire Department	Camptonville	Fire operations and firefighter safety	74,130	6/12/03
Carmel Valley Fire Protection District	Carmel	Fire operations and firefighter safety	83,970	9/12/03
City of Costa Mesa Fire Department	Costa Mesa	Emergency medical services	91,709	8/29/03
City of Needles Fire Department	Needles	Fire operations and firefighter safety	48,326	9/12/03
City of Riverside Fire Department	Riverside	Fire operations and firefighter safety	179,946	9/5/03
City of Santa Cruz	Santa Cruz	Fire operations and firefighter safety	21,266	8/15/03
City of West Sacramento	West Sacramento	Fire operations and firefighter safety	107,334	8/29/03
Coffee Creek Volunteer Fire Company	Coffee Creek	Firefighting vehicle	228,150	10/3/03
Copco Lake Fire Protection District	Montague	Fire operations and firefighter safety	15,892	8/15/03
Crest Forest Fire Protection District	Crestline	Fire operations and firefighter safety	138,980	8/29/03
Davis Creek Rural Fire Protection District	Davis Creek	Fire operations and firefighter safety	14,310	9/5/03
Desert Hot Springs Volunteer Fire Company	Desert Hot Springs	Fire operations and firefighter safety	22,500	6/19/03
East County Fire Protection District	El Cajon	Fire operations and firefighter safety	85,005	10/3/03
Encinitas Fire Department	Encinitas	Fire operations and firefighter safety	701,629	8/29/03
Eureka Fire Department	Eureka	Fire operations and firefighter safety	54,322	9/19/03
Foothill Fire Protection District	Brownsville	Firefighting vehicle	198,000	8/29/03
Fullerton Fire Department	Fullerton	Fire operations and firefighter safety	85,890	8/1/03
Georgetown Fire Protection District	Georgetown	Firefighting vehicle	175,500	6/12/03
Glenn Codora Fire	Glenn	Fire operations and firefighter safety	32,175	9/12/03
Gridley Fire Department	Gridley	Fire operations and firefighter safety	49,815	6/19/03
Half Moon Bay Fire Protection District	Half Moon Bay	Fire operations and firefighter safety	64,477	9/12/03

Table E.4 (continued)

Fire Department Name	City	FEMA Grant Category	Federal Share (\$)	Date Award Announced
Hayfork Volunteer Fire Department	Hayfork	Fire operations and firefighter safety	10,557	7/25/03
Hughson Fire Protection District	Hughson	Fire operations and firefighter safety	129,483	8/15/03
Humboldt #1 Fire Protection District	Eureka	Fire operations and firefighter safety	164,105	8/22/03
Huntington Beach	Huntington Beach	Fire operations and firefighter safety	24,502	8/22/03
Intermountain Volunteer Fire and Rescue Department	Ramona	Firefighting vehicle	40,500	8/15/03
Kertenpom Zenia Volunteers	Zenia	Fire operations and firefighter safety	21,505	6/19/03
Keyes Fire Protection District	Keyes	Firefighting vehicle	225,000	7/3/03
Kingsburg	Kingsburg	Fire prevention	49,005	7/11/03
La Honda Fire Brigade	La Honda	Fire operations and firefighter safety	75,636	9/19/03
La Porte Volunteer Fire Department	La Porte	Fire operations and firefighter safety	18,000	10/3/03
Lake County Fire Protection District (Lakeshore)	Clearlake	Fire operations and firefighter safety	187,515	10/3/03
Lake Pillsbury Fire Protection District	Potter Valley	Fire operations and firefighter safety	42,768	7/25/03
Lakeland Village Volunteer Fire Co., Inc.	Lake Elsinore	Fire operations and firefighter safety	7,403	8/29/03
Lakeside Fire Protection District	Lakeside	Fire operations and firefighter safety	21,504	7/25/03
Lakeville Volunteer Fire Department	Santa Rosa	Firefighting vehicle	92,000	7/18/03
Linda Fire Protection District	Marysville	Fire operations and firefighter safety	123,003	10/3/03
Lindsay Fire Department	Lindsay	Fire operations and firefighter safety	26,113	8/29/03
Loma Linda Fire Department	Loma Linda	Fire operations and firefighter safety	31,500	7/25/03
Loomis Fire Protection District	Loomis	Fire operations and firefighter safety	153,445	7/25/03
Marina Department of Public Safety	Marina	Fire operations and firefighter safety	124,325	8/1/03
Mariposa County Fire Department	Mariposa	Fire operations and firefighter safety	39,915	10/3/03
Mayacamas Volunteer Fire Department	Santa Rosa	Fire operations and firefighter safety	4,860	7/3/03
Merced County Fire Department	Merced	Fire operations and firefighter safety	119,700	8/1/03
Modesto Fire Department	Modesto	Fire operations and firefighter safety	179,408	10/3/03
Mount Shaasta Vista Volunteer Fire Co.	Montague	Firefighting vehicle	46,800	7/3/03
Muir Beach Volunteer Fire Department	Muir Beach	Fire operations and firefighter safety	40,364	10/3/03
Newark Fire Department	Newark	Fire operations and firefighter safety	39,848	8/22/03
Niland Fire District	Niland	Fire operations and firefighter safety	60,157	7/3/03
North County Fire Protection District	Castroville	Fire operations and firefighter safety	178,776	8/15/03
North San Juan Fire Protection District	Nevada City	Fire operations and firefighter safety	171,000	10/3/03
North Tahoe Fire Protection District	Tahoe City	Firefighting vehicle	189,000	8/29/03
Olancho Cartago Fire Department	Olancho	Fire operations and firefighter safety	16,200	7/18/03
Ophir Hill Fire Protection District	Cedar Ridge	Fire operations and firefighter safety	60,003	8/29/03
Orange County Fire Authority	Orange	Fire operations and firefighter safety	750,000	7/18/03
Orcutt Fire Protection District	Orcutt	Fire operations and firefighter safety	121,400	9/12/03

Table E.4 (continued)

Fire Department Name	City	FEMA Grant Category	Federal Share (\$)	Date Award Announced
Orleans Volunteer Fire Department	Orleans	Fire operations and firefighter safety	16,978	6/27/03
Painted Cave Volunteer Fire Department	Santa Barbara	Firefighting vehicle	225,000	9/12/03
Peardale—Chicago Park Fire Protection District	Grass Valley	Firefighting vehicle	195,300	9/12/03
Pechanga Fire Department	Temecula	Fire prevention	63,465	6/27/03
Pleasant Valley Fire Company	Dorris	Fire operations and firefighter safety	6,801	7/25/03
Porterville Fire Department	Porterville	Fire operations and firefighter safety	136,170	8/22/03
Ramona Fire Department	Ramona	Fire operations and firefighter safety	53,316	10/3/03
Redlands Fire Department	Redlands	Fire operations and firefighter safety	156,371	9/12/03
Redwood Coast Fire Protection District	Manchester	Fire operations and firefighter safety	29,700	9/26/03
Rincon Valley FPD	Santa Rosa	Fire operations and firefighter safety	182,696	9/26/03
Ripon Consolidated Fire District	Ripon	Fire operations and firefighter safety	22,973	9/5/03
Rodeo	Hercules	Fire operations and firefighter safety	216,000	8/22/03
Sacramento River Fire Protection District	Colusa	Firefighting vehicle	211,970	10/3/03
Salinas Fire Department	Salinas	Fire operations and firefighter safety	193,200	8/29/03
San Bruno	San Bruno	Fire operations and firefighter safety	9,386	9/26/03
San Francisco Fire Department	San Francisco	Fire operations and firefighter safety	211,975	8/1/03
San Juan Bautista Volunteer Fire Department	San Juan Bautista	Fire operations and firefighter safety	83,706	8/15/03
San Luis Obispo City Fire Department	San Luis Obispo	Fire operations and firefighter safety	412,200	9/5/03
Santa Barbara County Fire Department	Santa Barbara	Fire operations and firefighter safety	416,236	10/3/03
Santa Fe Springs Fire Department	Santa Fe Springs	Fire operations and firefighter safety	160,334	8/29/03
Santa Margarita Fire Department	Santa Margarita	Fire operations and firefighter safety	98,100	7/25/03
Santa Paula Fire Department	Santa Paula	Fire operations and firefighter safety	129,870	7/3/03
Sebastopol Fire Department	Sebastopol	Fire operations and firefighter safety	74,175	7/3/03
Seiad Valley Volunteer Fire Department	Seiad Valley	Fire operations and firefighter safety	31,145	8/8/03
Tulare County	Visalia	Fire operations and firefighter safety	125,149	9/26/03
Turlock City Fire and Emergency Services	Turlock	Fire operations and firefighter safety	45,710	9/5/03
Valley Ford Volunteer Fire Department	Valley Ford	Firefighting vehicle	99,900	8/29/03
Ventura County Fire Protection District	Camarillo	Fire operations and firefighter safety	447,143	9/26/03
Weott Volunteer Fire Department	Weott	Fire operations and firefighter safety	15,750	8/8/03
Wilmar Volunteer Fire Department	Petaluma	Fire operations and firefighter safety	19,128	8/29/03
Windsor Fire Protection District	Windsor	Fire operations and firefighter safety	18,972	6/12/03
Winters Fire Protection District	Winters	Fire operations and firefighter safety	38,169	8/22/03
Woodlake Fire Protection District	Woodlake	Fire operations and firefighter safety	50,012	9/26/03
Zamora Fire Protection District	Zamora	Fire operations and firefighter safety	63,091	8/22/03
Total			11,733,952	

Table E.5

## California Recipients of TSA Port Security Grants, Fiscal Year 2004

Grantee	City	Grant (\$)
Valero Energy Corporation	Benicia	710,400
Shell Oil Products US	Carson	222,936
Shell Oil Products US	Carson	250,000
Shell Oil Products US	Carson	150,000
Shell Oil Products US	Carson	2,860
Long Beach Container Terminal, Inc.	Long Beach	627,354
Total Terminals International—Pier T, Long Beach	Long Beach	548,642
Total Terminals International—Pier T, Long Beach	Long Beach	2,029,750
Vopak Terminal Long Beach, Inc.	Long Beach	533,667
City of Los Angeles Harbor Department	Los Angeles	1,654,546
City of Los Angeles Harbor Department	Los Angeles	3,000,000
City of Los Angeles Harbor Department	Los Angeles	1,737,145
City of Los Angeles Harbor Department	Los Angeles	3,000,000
Eagle Marine Services, Ltd.	Los Angeles	96,000
Hornblower Cruises and Events	Los Angeles	215,000
Long Beach Container Terminal, Inc.	Long Beach	75,348
Shell Oil Products US	Los Angeles	51,187
Shell Oil Products US	Los Angeles	240,807
Shell Oil Products US	Los Angeles	2,860
Alameda Corridor Transportation Authority	Los Angeles area (various)	601,080
Shell Oil Products US, Martinez Refinery	Martinez	382,500
Tesoro Refining and Marketing Company	Martinez	65,185
APM Terminals North America, Inc.	Oakland	208,000
Eagle Marine Services, Ltd.	Oakland	96,000
Port of Oakland	Oakland	250,000
Seaside Transportation Services, Port of Oakland	Oakland	853,350
Seaside Transportation Services, Port of Oakland	Oakland	48,300
SSA Terminals, LLC	Oakland	150,000
Port of Oakland	Oakland, Alameda	65,000
Oxnard Harbor District/Port of Hueneme	Port Hueneme	41,850
Oxnard Harbor District/Port of Hueneme	Port Hueneme	166,320
Oxnard Harbor District/Port of Hueneme	Port Hueneme	40,000
Oxnard Harbor District/Port of Hueneme	Port Hueneme	115,000
Chevron Products Company	Richmond	3,000,000
ConocoPhillips	Richmond	218,400
International Matex Tank Terminals	Richmond	100,000
Kinder Morgan Energy Partners, L.P.	Richmond	197,000

Table E.5 (continued)

Grantee	City	Grant (\$)
Port of Richmond, California	Richmond	2,583,700
ConocoPhillips	Sacramento	211,200
Sacramento—Yolo Port District	Sacramento	321,400
Sacramento—Yolo Port District	Sacramento	50,000
Sacramento—Yolo Port District	Sacramento	243,800
San Diego Unified Port District	San Diego	71,500
San Diego Unified Port District	San Diego	200,000
San Diego Unified Port District	San Diego	190,000
San Diego Unified Port District	San Diego	500,000
San Diego Unified Port District	San Diego	89,681
San Diego Unified Port District	San Diego	50,000
San Diego Unified Port District	San Diego	525,798
San Diego Unified Port District	San Diego	500,000
Blue and Gold Fleet, L.P.	San Francisco	80,000
Blue and Gold Fleet, L.P.	San Francisco	45,000
Blue and Gold Fleet, L.P.	San Francisco	60,000
Blue and Gold Fleet, L.P.	San Francisco	90,000
Metropolitan Stevedore Company	San Francisco	158,500
Port of San Francisco	San Francisco	450,000
Hornblower Cruises and Events	San Francisco, Berkeley	299,420
Kinder Morgan Energy Partners, L.P.	San Pedro	150,000
SSA Terminals, LLC	San Pedro	224,400
SSA Terminals, LLC	San Pedro	150,000
SSA Terminals, LLC	San Pedro	269,600
SSA Terminals, LLC	San Pedro	300,000
West Basin Container Terminal	San Pedro	308,000
Westway Terminal Company, Inc.	San Pedro	979,628
City of Los Angeles Harbor Department	San Pedro, Los Angeles	1,176,500
Port of Stockton	Stockton	100,000
Port of Stockton	Stockton	100,000
Agrum U.S. Inc.	Sacramento	350,000
Pasha Stevedoring & Terminals, L.P.	Wilmington	100,000
Valero Energy Corporation	Wilmington	980,000
California total		33,704,614
U.S. total		179,025,900
California as a % of U.S.		18.83

SOURCE: DHS grant announcement, Department of Homeland Security Announces \$179 Million in Grants to Secure America's Ports, December 10, 2003, [http://www.dhs.gov/interweb/assetlibrary/Port\\_Security\\_Spreadsheet.xls](http://www.dhs.gov/interweb/assetlibrary/Port_Security_Spreadsheet.xls).





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