



Disaster Relief Fund: FY 2019 Funding Requirements

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**Homeland
Security**

Federal Emergency Management Agency



Disaster Relief Fund: FY 2019 Funding Requirements

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I. Legislative Language

This document has been compiled pursuant to language set forth in the Fiscal Year (FY) 2018 Department of Homeland Security (DHS) Appropriations Act (P.L. 115-141) and accompanying House Report 115-239.

P.L. 115-141 states:

SEC. 306. The reporting requirements in paragraphs (1) and (2) under the heading “Federal Emergency Management Agency—Disaster Relief Fund” in the Department of Homeland Security Appropriations Act, 2015 (Public Law 114–4) shall be applied in fiscal year 2018 with respect to budget year 2019 and current fiscal year 2018, respectively—

- (1) in paragraph (1) by substituting “fiscal year 2019” for “fiscal year 2016”; and
- (2) in paragraph (2) by inserting “business” after “fifth”.

House Report 115-239 states:

While prior year statutory requirements for annual and monthly DRF reporting are not continued, FEMA shall submit to the Committees and post to the Agency’s website such information in the same manner as directed in Public Law 114-4.

P.L. 114-4 (referenced above) states:

Provided, That the Administrator of the Federal Emergency Management Agency shall submit to the Committees on Appropriations of the Senate and the House of Representatives the following reports, including a specific description of the methodology and the source data used in developing such reports:

- (1) an estimate of the following amounts shall be submitted for the budget year at the time that the President’s budget proposal for fiscal year 2016 [2019] is submitted pursuant to section 1105(a) of title 31, United States Code:
 - (A) the unobligated balance of funds to be carried over from the prior fiscal year to the budget year;
 - (B) the unobligated balance of funds to be carried over from the budget year to the budget year plus 1;
 - (C) the amount of obligations for non-catastrophic events for the budget year;
 - (D) the amount of obligations for the budget year for catastrophic events delineated by event and by State;
 - (E) the total amount that has been previously obligated or will be required for catastrophic events delineated by event and by State for all prior years, the current year, the budget year, the budget year plus 1, the budget year plus 2, and the budget year plus 3 and beyond;

(F) the amount of previously obligated funds that will be recovered for the budget year;

(G) the amount that will be required for obligations for emergencies, as described in section 102(1) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122(1)), major disasters, as described in section 102(2) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act 42 U.S.C. 5122(2)), fire management assistance grants, as described in section 420 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5187), surge activities, and disaster readiness and support activities; and

(H) the amount required for activities not covered under section 251(b)(2)(D)(iii) of the Balanced Budget and Emergency Deficit Control Act of 1985 (2 U.S.C. 901(b)(2)(D)(iii); Public Law 99-177)...

II. Background

The Federal Emergency Management Agency (FEMA) Administrator, pursuant to P.L. 115-141, is providing this report on the Disaster Relief Fund (DRF) budget requirements. Specifically, the reporting requirements include:

- The amount that will be required for obligations for emergencies, as defined in Section 102(1) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122 (1)); for major disasters, as defined in Section 102(2) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122 (2)); for fire management assistance grants, as defined in Section 420 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5187); surge activities; and disaster readiness and support activities;
- The amount that will be obligated for catastrophic events;
- The amount that will be obligated for the noncatastrophic disasters;
- The amount that will be required for activities not covered under Section 251(b)(2)(D)(iii) of the Balanced Budget and Emergency Deficit Control Act of 1985 (2 U.S.C. 901(b)(2)(D)(iii); P.L. 99-177;
- The unobligated balance of funds in the DRF that has been carried over from the prior fiscal years;
- The unobligated balance of funds in the DRF that will be carried over in the next fiscal year;
- The amount of previously obligated funds that will be recovered for the budget year; and,
- The amount of funds that previously were obligated or will be required for catastrophic events, delineated by event and state for all prior years, the current year, the budget year plus one, the budget year plus two, and the budget year plus three.

III. Assumptions

Providing cost estimates for disaster-related events that, in some cases, have yet to occur can be complex and imprecise, given various factors throughout the fiscal year that may alter the estimates—total amount, category of expense, and/or timing of the obligation could change. To that end, several assumptions, listed below, should be considered with respect to the cost estimates presented.

1. The estimates assume that no new catastrophic events will occur during the budget year and does not include estimates for 2017 Hurricanes Harvey, Irma, or Maria. FEMA defines a catastrophic event as a disaster or a grouping of disasters (i.e., a disaster event) resulting in a total projected cost to the Federal Government in excess of \$500 million. As in prior years, the budget assumes that future catastrophic events during the budget year will be funded separately with emergency supplemental appropriations.
2. Estimates for catastrophic events that already have occurred are derived from bottom-up cost estimates obtained from FEMA staff working with state and local governments to support disaster relief. Given this approach, and given that the spending plans typically do not go beyond one fiscal year, estimates for FY 2019 and beyond are based primarily on available cost estimate information. Further, the actual timing of the obligations is subject to the required clearance and approval processes.
3. FEMA defines a noncatastrophic event as a noncatastrophic major disaster that is projected to cost the Federal Government less than \$500 million. Estimates for noncatastrophic disasters are based on a rolling 10-year average of prior-year noncatastrophic disaster obligations. The estimates assume that the noncatastrophic spending in the budget year holds to this average. The average is updated at the beginning of each fiscal year after final closeout of the accounting system.
4. The amount of funds that can be expected to be recovered in a given year depends on a number of factors, including availability and sufficiency of resources to close out contracts and grants, active participation from other federal agencies in validating and closing out mission assignment (MA) balances, and obligation reviews and adjustments during the fiscal year that reduce future recovery of funds. The recovery estimate reflects our current analysis of existing open obligations, historical trends, prior-year aggressive recovery efforts, and the impact of enhanced funds management and controls (e.g., Strategic Funds Management, timelier review, and closeout of MAs during the year of execution, etc.). The estimate also assumes that funds being recovered from 2017 Hurricanes Harvey, Irma, and Maria will have leveled off by FY 2019. Although some variability is inherent, the quantity of recovered funds is expected to continue to decline because of improved cost estimation and funds management. Additionally, provisions in the 2011 Budget Control Act require that recovery of funds obligated post-2012 be posted to the DRF category (i.e., Major Disaster Relief or Base) from which the original obligation was made, which will result in fewer funds being applied to the Base.

5. The estimates assume that no major policy or legislative changes will be enacted during the budget year that could affect the projections significantly. Policy changes or new legislative mandates that are enacted without associated resource considerations could affect the estimates. For example, the impact to the DRF from new authorities granted within the Sandy Recovery Improvement Act of 2013 (part of the Disaster Relief Appropriations Act, 2013 (P.L 113-2)) resulted in additional obligations in excess of \$1 billion in FY 2016 for Hurricane Katrina-capped public assistance grants.
6. The estimates are derived independently of projections for estimated carryover DRF balances from FY 2018 into FY 2019. Even though the DRF traditionally carries a fund balance across fiscal years, the potential for carryover, which can be affected by new FY 2018 catastrophic or other disaster events that FEMA cannot predict, has not been factored into the computation of FY 2019 requirements.

IV. FY 2019 DRF Funding Requirements

Table 1 summarizes the estimated DRF funding requirements for FY 2019. In consideration of the assumptions listed in Section III of this report, a number of factors can cause significant variability in disaster spending in a given year.

An obvious issue with forecasting disaster activity and related costs stems from the inability to predict weather patterns, geologic events, incidents of terrorism, and other DRF-related funding scenarios over the long term, from one budget year to the next.

A secondary issue arises when one of these events occurs and resources are diverted from existing recovery and mitigation efforts to address these new, urgent, and immediate concerns. Thus, what should be a predictable spending pattern for ongoing recovery efforts may change as more-urgent needs take precedence.

Another overarching issue in predicting DRF budget needs stems from the variability (scope, impact, location, type of requirements, state and local capabilities, etc.) inherent in disaster requirements. For example, projections included for past catastrophic events rely on estimates provided by regional FEMA staff working closely with states and localities based on assessment of the above factors.

As depicted in Table 1, a reserve of \$2 billion is included to ensure that FEMA maintains the ability to fund additional requirements to continue addressing the 2017 hurricanes and initial response operations related to a new catastrophic event.

Table 1. DRF FY 2019 Funding Requirements

DRF FY 2019 Funding Requirements			
(\$ in Millions)			
	Base	Majors	Total
Major Declarations			
Catastrophic	\$ -	\$ 2,345	\$ 2,345
Non-Catastrophic	-	2,607	2,607
Subtotal	-	4,952	4,952
Base			
EM,FM,SU	310	-	310
DRS	248	-	248
Subtotal	558	-	558
Rescission ⁽¹⁾	300	-	300
Recoveries	(300)	(300)	(600)
Reserve	-	2,000	2,000
OIG Transfer	24	-	24
Subtotal	24	1,700	1,724
Total	\$ 582	\$ 6,652	\$ 7,234

1) Base rescission is offset by FY 2019 recoveries.

V. Specific Estimates

A. Funding for Major Disasters

In estimating the funding for major disasters, FEMA considers the projected FY 2019 obligations for previously declared catastrophic events (\$2.345 billion) and FY 2019 estimates for the noncatastrophic major disaster activities (\$2.607 billion). As shown in Table 2 below, the total FY 2019 estimated obligations amount for major disasters, therefore, is \$4.952 billion.

B. Catastrophic Events

The FY 2019 estimate of \$2.345 billion for previously declared catastrophic events is derived from a bottom-up process that utilizes spending plans prepared by regional FEMA staff working with affected states and localities.

Provided in the appendix are details on the FY 2019 estimates for the following events: 2005 hurricane season (Hurricanes Katrina, Rita, and Wilma); Hurricanes Ike, Gustav, Irene, Isaac, Sandy, and Matthew; 2008 Midwest floods; 2010 Tennessee floods; 2011 spring floods; 2013 Colorado flood; 2016 Louisiana floods; 2011 spring tornadoes; Tropical Storm Lee; and California wildfires in 2017. Again, these estimates are based on the most current information available and assume that no new catastrophic events will occur during the budget year and do not include requirements for 2017 Hurricanes Harvey, Irma, and Maria.

The detailed estimates presented in the appendix include total obligations through FY 2017, projected obligations for FY 2018 and FY 2019, and an estimate for obligations from FY 2020 through FY 2022.

Table 2. FY 2019 Estimated Obligations for Major Disasters

Major Disasters	Estimated Funding Requirement (\$ in millions)
Catastrophic	\$ 2,345
Non-Catastrophic	2,607
Total	\$ 4,952

C. Noncatastrophic Major Disaster Estimate

The projected FY 2019 obligations for noncatastrophic major disasters was determined by averaging the past 10 years' obligations. The average was computed with no outliers (i.e., no exclusion of high or low values) because all data fall safely within two standard deviations of the

mean. As detailed in Table 3, the inflation-adjusted 10-year average is calculated to be \$2.607 billion.

Table 3. Historical Obligations – Noncatastrophic Major Disasters

Non-Catastrophic Obligations (\$ in millions)		
Fiscal Year		
2017	\$	1,778
2016		3,224
2015		2,125
2014		1,711
2013		1,537
2012		2,201
2011		2,526
2010		3,462
2009		4,024
2008		3,485
Grand Total		26,073
10-Year Average	\$	2,607

D. Base Funding Estimates

The DRF Base is used to fund emergency declarations (EM), fire management assistance grants (FMAG), predeclaration surge activities (SU), and programmatic readiness and preparedness activities authorized under the Stafford Act. The FY 2019 DRF Base request is \$582 million, which includes \$310 million for EM, FMAG, and SU, and is based on an inflation-adjusted 10-year average. The request also includes \$248 million for the Disaster Readiness and Support (DRS) account. Consistent with previous-year budget requests, the DRF Base also includes a \$24 million transfer to the DHS Office of Inspector General (OIG) in support of ongoing work to audit FEMA activities related to major disasters. Table 4 provides a historical depiction of the Base category funding for EM, FMAG, and SU activities. Because funding for these activities can be difficult to plan for, the 10-year average of \$310 million formed the basis for the FY 2019 estimates for these categories.

Table 4. Historical Obligations – Base Activities (EM, FMAG, SU)

All Events (\$ in millions)						
Fiscal Year	EM	FMAG	SU	Total		
2017	\$ 103	\$ 64	\$ 168	\$ 335		
2016	27	102	12	141		
2015	2	139	13	154		
2014	19	114	8	141		
2013	59	122	24	205		
2012	288	58	39	385		
2011	126	35	99	260		
2010	51	132	34	217		
2009	129	83	31	243		
2008	526	147	343	1,016		
Grand Total	1,330	996	771	3,097		
10-Year Average	\$ 133	\$ 100	\$ 77	\$ 310		

Conversely, the DRS category encompasses spending that is controlled through a more traditional annual budgeting process; therefore, the FY 2019 budget estimate for this category is applied in lieu of the 10-year average. The average for the EM, FMAG, and SU activities, plus the budget requirement for the DRS category, make up the total \$558 million FY 2019 Base requirement as shown in Table 5 below.

Table 5. Base Estimated Funding Requirements

Base Categories	Estimated Funding Requirement (\$ in millions)
EM	\$ 133
FMAG	100
SU	77
DRS	248
Total*	\$ 558

*The difference between the FY 2019 Base requirement and the funding request is the \$24M transfer to the OIG.

DRS funding enables FEMA to be more proactive and to provide a robust readiness posture to respond to large-scale, complex, presidentially declared major disasters instead of waiting for disasters to occur and reacting with more costly and less-efficient response actions. This funding allows FEMA to provide timely disaster response, responsive customer service, and cost-effective program oversight and delivery. Cost variability in the DRS is driven by the severity of

annual disasters, which determines the level of workforce response activities. Typically, the more active the disaster season, the more these costs shift to the Major Disasters portion of the DRF. Conversely, a less-active disaster season results in greater obligations in the DRS, which is supported by the DRF Base. The FY 2019 DRS requirement of \$248 million is based on FEMA's detailed spend plans using a zero-based budget methodology. The DRS funds key activities and initiatives, such as:

- Salaries and expenses for Stafford Act employees while not deployed to a specific disaster;
- Qualifications, training, and equipment for Stafford Act employees;
- Stockpiling and maintenance of prepositioned disaster assets and commodities;
- Support contracts that enable FEMA to mobilize response and recovery capacities as quickly as needed; and
- Non-enterprise information technology systems that directly support disaster response and recovery activities.

FEMA has increased the transparency and budgetary discipline of the DRS through the use of detailed annual spend plans and program reviews. DRS readiness categories (RC) also have been established for added visibility in reporting cost projections and obligations. DRS RCs include: (1) cadre operational readiness and deployability structure; (2) readiness support contracts and supplies; and (3) information technology support. FEMA measures operational readiness annually through Government Performance and Results Act reporting, which demonstrates cadre preparedness across staffing, equipping, and training metrics. In addition, the introduction of the RC structure enhances the justification of resources needed to support cadre operational readiness and response capabilities. This approach helps to measure FEMA's current state of readiness and identifies potential weaknesses and needs. As a result, FEMA is better informed on how to maintain its critical disaster support activities and infrastructure, ensuring the timely delivery of disaster assistance (e.g., reliable communications, an effective intake process, an efficient delivery system for disaster commodities, and improved oversight of disaster aid through FEMA's technical assistance contractors).

Table 6, shown as follows, depicts the FY 2019 DRS funding requirement of \$248 million.

Table 6. Readiness Category Reporting Structure

Disaster Readiness and Support (DRS) Budget Estimates by Readiness Category		
Readiness Category	Allowable Costs	FY 2019 Requirement
(\$ in Millions)		
Cadre Operational Readiness and Deployability		\$ 116
Disaster Employee Staffing	Non Deployed S&B; FEMA Corps contract for staff; hiring costs (i.e., recruiting, background investigations, onboarding)	51
Disaster Employee Training	Course/Exercise development and delivery costs, travel for training, venue for training	49
Disaster Employee Equipping	Uniforms, equipment, telecom (services, devices, lines of service, wireless, and satellite), replacement and repair costs, and supplies for disaster operations and staff	16
Readiness Support Contracts and Supplies		65
Readiness Support Contracts and Interagency Agreements	IAAs, MOAs, MOUs and contracts necessary for technical assistance, readiness support allowing for quick mobilization	48
Stockpiling	Storage, maintenance and delivery of disaster response goods and supplies. Purchase and storage of perishable disaster response supplies and consumables. Purchase and storage of non perishable disaster response supplies	8
Disaster Housing Program	Temporary housing units and assistance	9
Information Technology Support		67
IT Systems	Technical support, infrastructure costs, all lifecycle system maintenance costs, cybersecurity, and any other O&M not specified	67
	TOTAL DRS	\$ 248

E. Prior-Year Carryover

A number of factors influence the actual DRF carryover balance. Key factors that affect the FY 2018 ending balance include the actual FY 2018 obligations, recoveries, and appropriations. As of the DRF monthly congressional report for the month ending March 31, 2018, FEMA estimated that the DRF will end FY 2018 with a balance of \$20.258 billion, which includes supplemental appropriations received for the 2017 catastrophic Hurricanes Harvey, Irma and Maria. This estimate is a point-in-time estimate that is expected to change before the end of FY 2018.

The carryover balance is not factored in estimating the DRF FY 2019 budget needs for the following reasons:

- The potential for new catastrophic or other disaster events that FEMA cannot predict in its current FY 2019 estimates.
- Realization of variances in historical disaster spending averages, beyond the estimates included for FY 2019.

F. Future Year Carryover

The projected carryover into FY 2020 is dependent on the FY 2019 carryover, FY 2019 appropriations, and FY 2019 obligations.

G. Recoveries

In FY 2019, it is estimated that recoveries for the year will total approximately \$600 million. Recoveries totaled \$805 million, \$629 million, \$801 million, and \$1.1 billion, in FY 2017, FY 2016, FY 2015, and FY 2014, respectively, and currently are projected to be \$1.75 billion in FY 2018, primarily for catastrophic disasters declared in late FY 2017.

Appendix: DRF Catastrophic Event Obligations and Estimates Delineated by Event and State (\$ in millions)

Event/DR	Obligations Through FY 2017 ⁽¹⁾	FY 2018 Actual/ Estimated ⁽²⁾	FY 2019 Estimated	FY 2020 Through FY 2022 Estimated	Total
Gustav					
1786-LA	\$ 1,653	\$ 36	\$ 36	\$ 12	\$ 1,737
1789-AL	10	-	-	-	10
1793-AR	6	-	-	-	6
1794-MS	39	-	-	-	39
1806-FL	7	-	-	-	7
Total	1,715	36	36	12	1,799
Ike					
1791-TX	4,380	33	30	10	4,453
1792-LA	362	11	15	5	393
1797-AL	8	-	-	-	8
1802-KY	24	-	-	-	24
1804-AR	3	-	-	-	3
1805-OH	56	-	-	-	56
Total	4,833	44	45	15	4,937
Katrina Rita Wilma					
1602-FL	234	-	3	1	238
1603-LA	32,492	338	159	53	33,042
1604-MS	10,089	25	13	4	10,131
1605-AL	1,034	5	-	-	1,039
1606-TX	1,877	-	-	-	1,877
1607-LA	1,911	16	53	18	1,998
1609-FL	2,565	3	36	12	2,616
Total	50,202	387	264	88	50,941
Midwest Floods					
1760-MO	3	-	-	-	3
1763-IA	1,864	9	-	-	1,873
1765-NE	2	-	-	-	2
1766-IN	213	-	-	-	213
1768-WI	156	-	-	-	156
1770-NE	48	-	-	-	48
1771-IL	93	-	-	-	93
1772-MN	9	-	-	-	9
1773-MO	55	-	-	-	55
1774-SD	8	-	-	-	8
1775-OK	11	-	-	-	11
1776-KS	64	-	-	-	64
1777-MI	18	-	-	-	18
Total	2,544	9	-	-	2,553

Appendix: DRF Catastrophic Event Obligations and Estimates Delineated by Event and State (\$ in millions)

Event/DR	Obligations Through FY 2017 ⁽¹⁾	FY 2018 Actual/ Estimated ⁽²⁾	FY 2019 Estimated	FY 2020 Through FY 2022 Estimated	Total
TN Floods					
1909-TN	548	7	23	6	584
Total	548	7	23	6	584
2011 Spring Tornadoes					
1971-AL	708	3	1	-	712
1972-MS	67	-	-	-	67
1973-GA	45	-	-	-	45
1974-TN	92	-	-	-	92
1975-AR	104	-	2	1	107
1976-KY	60	2	1	-	63
1980-MO	509	2	2	1	514
Total	1,585	7	6	2	1,600
2011 Spring Floods					
1981-ND	640	2	1	-	643
1982-MN	28	-	-	-	28
1983-MS	36	-	-	-	36
1984-SD	83	-	-	-	83
Total	787	2	1	-	790
Irene					
4017-PR	137	2	2	1	142
4019-NC	199	-	-	-	199
4020-NY	898	17	22	7	944
4021-NJ	400	4	3	1	408
4022-VT	326	2	4	1	333
4023-CT	75	-	-	-	75
4024-VA	72	1	1	-	74
4025-PA	99	-	2	1	102
4026-NH	27	-	-	-	27
4027-RI	11	1	1	-	13
4028-MA	50	3	1	-	54
4032-ME	3	-	-	-	3
4034-MD	25	-	1	-	26
4036-DC	3	-	-	-	3
4037-DE	3	-	-	-	3
Total	2,328	30	37	11	2,406

Appendix: DRF Catastrophic Event Obligations and Estimates Delineated by Event and State (\$ in millions)

Event/DR	Obligations Through FY 2017 ⁽¹⁾	FY 2018 Actual/ Estimated ⁽²⁾	FY 2019 Estimated	FY 2020 Through FY 2022 Estimated	Total
Lee					
4030-PA	372	4	2	1	379
4031-NY	452	5	7	2	466
4038-MD	15	-	-	-	15
4039-NJ	6	-	-	-	6
4041-LA	8	-	-	-	8
4045-VA	7	-	-	-	7
Total	860	9	9	3	881
Isaac					
4080-LA	696	16	15	5	732
4081-MS	95	2	1	-	98
4082-AL	10	-	-	-	10
4084-FL	33	1	1	-	35
Total	834	19	17	5	875
Sandy					
4085-NY	16,530	1,110	880	176	18,696
4086-NJ	3,173	213	1	-	3,387
4087-CT	123	3	1	-	127
4089-RI	18	-	-	-	18
4090-DE	8	-	-	-	8
4091-MD	49	1	1	-	51
4092-VA	14	-	-	-	14
4093-WV	23	3	1	-	27
4095-NH	3	-	-	-	3
4096-DC	3	-	-	-	3
4097- MA	17	-	5	-	22
4098-OH	23	3	-	-	26
4099-PA	17	-	-	-	17
Total	20,001	1,333	889	176	22,399
2013 Colorado Flood					
4145-CO	610	25	2	1	638
Total	610	25	2	1	638

Appendix: DRF Catastrophic Event Obligations and Estimates Delineated by Event and State (\$ in millions)

Event/DR	Obligations Through FY 2017 ⁽¹⁾	FY 2018 Actual/ Estimated ⁽²⁾	FY 2019 Estimated	FY 2020 Through FY 2022 Estimated	Total
Matthew					
4283-FL	159	297	115	38	609
4284-GA	124	15	11	4	154
4285-NC	448	174	36	12	670
4286-SC	254	142	36	12	444
4291-VA	34	5	-	-	39
Total	1,019	633	198	66	1,916
LA Floods 4277					
4277-LA	2,227	261	272	91	2,851
Total	2,227	261	272	91	2,851
CA Wildfires 2017					
4344-CA	-	1,751	486	-	2,237
Total	-	1,751	486	-	2,237
Catastrophic Subtotal ⁽³⁾	90,093	4,553	2,285	476	97,407
<i>Adjustment for Inflation</i>	-	-	60	11	71
Grand Total	\$ 90,093	\$ 4,553	\$ 2,345	\$ 487	\$ 97,478

1) Obligations through FY 2017 include recoveries.

2) FY 2018 Actual/Estimated as of March 31, 2018.

3) The FY 2019 President's Budget does not include funding for the 2017 Hurricanes Harvey, Irma, and Maria, as these events will be funded through supplemental appropriations.